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# Committee on the Costs of Education

interim report    number six

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Committee on the Costs of Education

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interim report number six

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October, 1976



Interim Report Number Six



Compensation  
in  
Elementary and Secondary  
Education

October, 1976

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President,  
Shoreacres Broadcasting Company Limited,  
Toronto.



To Her Honour

The Lieutenant-Governor of the Province of Ontario

May it please Your Honour:

We, the members of the Committee on the Costs of Education, appointed by Orders-in-Council, dated the 23rd June, 1971, and the 30th June, 1971, to examine the costs of education for the elementary and secondary schools of Ontario in relation to the aims and objectives, programs, priorities, and the like, of the educational system and to evaluate the programs in the requirements of the present day, and in terms of the expenditures of money for them, submit to Your Honour, herewith a sixth interim report.

A handwritten signature in cursive script, likely belonging to the Chairman of the Committee.

Chairman

A group of six handwritten signatures in cursive script, arranged in two rows. The top row contains three signatures, and the bottom row contains three signatures.

October, 1976



EXECUTIVE COUNCIL OFFICE

OC-1211/71

Copy of an Order-in-Council approved by His Honour the Lieutenant Governor, dated the 21st day of April, A.D. 1971.

The Committee of Council have had under consideration the report of the Honourable the Prime Minister, dated April 20th, 1971, wherein he states that,

WHEREAS it is deemed desirable to examine the costs of education for the elementary and secondary schools of Ontario in relation to the aims and objectives, programs, priorities and the like, of the educational system,

AND WHEREAS there is a need for evaluation of the programs in the light of the experience with them, the requirements of the present day, and in terms of the expenditures of money for them,

The Honourable the Prime Minister therefore recommends that there be established a Committee on the Costs of Education in the Elementary and Secondary Schools of Ontario for the purposes hereinafter mentioned:

- to study the use of the financial resources being provided for elementary and secondary education in Ontario in the attainment of the educational goals;

- to examine the present grant plan to determine if the various differentiating factors such as course, location, level (elementary and secondary), and type (ordinary and extraordinary) generate funds in proper balance consistent with the needs for the attainment of desirable educational objectives;

- to examine the implications of ceilings on expenditures by local school boards, including the effect on the decision-making and autonomy of local school boards;

- to examine the various aspects of school programs with particular reference to innovations and new concepts as, for example, the "open plan" organization, technical and commercial programs, and use of educational technology, with a view to designing and recommending research studies to determine the effectiveness of these concepts in relation to the aims and objectives of education, these studies to be conducted by contract arrangement with research agencies;

- to communicate and consult with groups and organizations representative

of parents, teachers, trustees, students, and other interested parties;

- after due study and consideration, to make representations and to submit a report or reports to the Government with respect to the matters inquired into under the terms set out herein as the Committee sees fit.

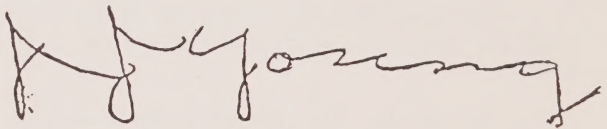
That the Committee be empowered to request submissions, receive briefs and hear persons with special knowledge in the matters heretofore mentioned.

That the Committee be empowered to require the assistance of officials of the Department of Education for such purposes as may be deemed necessary.

That members of the Committee be empowered to visit schools and classrooms in Ontario, by arrangement with local school systems.

The Committee of Council concur in the recommendation of the Honourable the Prime Minister and advise that the same be acted on.

Certified,


A handwritten signature in dark ink, appearing to read "H. J. Young", is written over a horizontal line.

Clerk, Executive Council



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## PREFACE

No area of study of the Committee on the Costs of Education has been of more concern and difficulty to the Committee than that of the compensation of employees of school boards in Ontario. That this concern was shared by teachers, trustees and members of the general public was evident in the hearings held by the Committee across the province. The importance of the wage-bill in educational costs is indicated by the fact that it accounts for approximately 80 percent of the ordinary expenditures and 70 percent of the total expenditures for education each year. This percentage has remained relatively constant over the past decade.

The wage-bill is dependent on two factors--the organization within the educational system which determines the numbers of personnel and the job levels of the individuals involved, and the salary levels established or negotiated for each position. The first is discussed in Interim Report No. 5 of the Committee on the Costs of Education which the Committee released to the Minister of Education in 1976. The second, the establishment or negotiation of salary levels for the various positions in education is the subject of this Report.

Widespread differences of opinion concerning the adequacy of compensation for teaching and administrative staff were expressed by various briefs and statements to this Committee. It was apparent that many of the opinions were subjective rather than objective and that little was known about actual comparisons of salaries and fringe benefits in education with salaries and fringe benefits in business and industry. There were many indications that teachers, trustees and members of the public generally, were all seeking "fair" compensation for employees in education in relation to other occupations. The Committee found no consensus on the means of arriving at such levels.

Negotiations for compensation levels in education had been conducted for many years in a manner designed to reach a "gentleman's agreement" between Boards and local teachers' groups. During the late 1960's and early 1970's the teachers' federations adopted more militant stances and began to seek levels of

compensation beyond those traditionally considered to be within the reach of the teaching profession. In 1970, Ontario faced a major mass resignation of secondary school teachers in Metropolitan Toronto and similar tactics involving sanctions and counter-sanctions became more common across the province. Gradually, the adversary principle of union versus management, common to the private sector, became more prevalent in education and the federations and the trustees' organizations provided experienced professionals to assist in negotiations on this basis. Local boards and teachers' groups introduced the techniques of hard, adversary negotiations into their bargaining for salaries and fringe benefits.

In 1972, the Committee of Inquiry Into Negotiating Procedures Concerning Elementary and Secondary Schools of Ontario advocated that teachers and staff employed in the elementary and secondary schools of the province should be compensated at a salary and benefits level equivalent to the salaries and benefits paid for occupations of "equivalent skill" in the wealth-producing sector of the province. That Committee concluded that "the weight of evidence in the hearings conducted by this Committee of Inquiry points to a forthright acceptance by the trustees in the Province, by the teachers, and by the public of this (suggested) 'compensation standard' as being a fair and proper one."<sup>1</sup> This was a relatively early formulation of what has since become a widely-considered approach to salary negotiations in the public sector.

In 1975, the Provincial Legislature approved Bill 100, An Act respecting the Negotiation of Collective Agreements between School Boards and Teachers. The purpose of the Act is stated as "the furthering of harmonious relations between boards and teachers by providing for the making and renewing of agreements and by providing for the relations between boards and teachers in respect

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<sup>1</sup>The Report of the Committee of Inquiry. "Professional Consultation and the Determination of Compensation for Ontario Teachers", R.W. Reville, Chairman (Toronto, Ontario, 1972) p.20.



of agreements."<sup>2</sup> The legislation sets out in detail the procedures to be followed in negotiating agreements and regulates the steps necessary to carry through the adversary model of negotiation. It has also brought several innovations to educational negotiations in Ontario: strikes and lock-outs were legalized; final offer selection (i.e., the selector chooses all the proposals of one party or all the proposals of the other party) was introduced as an alternative to arbitration or other forms of impasse resolution; fact finding was added to the usual conciliation or mediation intervention procedures. In 1975, and early 1976, impasses have led to prolonged strikes and, more recently, lock-out procedures have been initiated. The Education Relations Commission, charged under the Act with advising the government when such action will "place in jeopardy the successful completion of courses of study by the students affected by the strike, lock-out or closing of a school or schools",<sup>3</sup> has delayed such a judgement so that strikes have been allowed to continue over extended periods leading to frustration on the part of all concerned. In fairness, it must be said that delays in such decisions were intended to allow the impasse resolution procedures contained in the Act an opportunity to work. Many agreements have been reached within the structure regulated by this Act, and the Education Relations Commission has assisted in many ways. The major problems, however, have not been resolved satisfactorily through these procedures, and strikes have terminated in legislated arbitration settlements, not in negotiated agreements.

Committee studies indicate that there are inequities, both real and imagined, in present methods of compensating teachers and educational administrators. It is the purpose of this Report to examine the salary structure as it is at the present time, to suggest a plan of compensation which may prove more acc-

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<sup>2</sup>An Act respecting the Negotiation of Collective Agreements between School Boards and Teachers, Province of Ontario, 1975, sec. 2.

<sup>3</sup>Ibid., sec. 61 (1) (h).

eptable to employees in education, and to illustrate possible methods of implementation of such a revised structure for fair compensation which would serve to minimize the impact of the change. The examples used in this Report should be considered as illustrative of principles rather than as indicative of firm recommendations by this Committee. It is our hope that such illustrations will indicate that the principles advocated do have practical applicability. We would hope that they may serve to stimulate innovations in the implementation of a new and workable approach to compensation for employees in education.

In its early studies, this Committee had optimistically hoped that it might present firm proposals for revisions of compensation techniques and structures. The introduction of new legislation, and subsequent developments in negotiations at the elementary and secondary school levels, and an increasing appreciation of the formidable complexity of the problem facing those in the front line of negotiations, have led the Committee to believe that it can serve best by presenting the results of its studies in the form of suggestions for the consideration of government, school boards, trustees' associations, teachers' federations, administrators and other interested individuals throughout the province. It is our considered opinion that a dispassionate examination of the concepts and data contained in this Report could provide the basis for new and workable approaches to the negotiation of compensation levels for employees in education in Ontario.

## CHAPTER 1

### SUMMARY OF FINDINGS AND CONCLUSIONS

In the preceding five Interim Reports of the Committee on the Costs of Education, Chapter 1 was a Summary of Findings, Conclusions and Recommendations which would allow the casual reader to quickly determine the main direction of each Report. The Committee has found the subject of Compensation to be of such complexity that it urges the reader to consider this chapter as a summary only, to be considered in the light of the more detailed material which follows.

By far the largest single component in educational expenditures of school boards is the wage-bill. The size of the wage-bill is determined by the numbers of personnel, their responsibility levels within the total organizational pattern, and by the salary levels established for each position. The Committee has examined each of these aspects of the wage-bill in detail and has singled out a number of factors for special consideration. Those factors pertaining to the organization of the educational system are discussed in this Committee's Interim Report Number Five, Educational Agencies and Programs to be issued in 1976. Those pertaining to the salary-level component of the wage-bill are discussed in this Report. This chapter summarizes the findings of the Committee with respect to compensation of employees in education in Ontario and the determination of compensation levels for such employees. Supporting information and data may be found in succeeding chapters and the Appendix.

#### A. Establishing Salary Levels

Negotiation of salary levels in the private sector is subject to finite limitations imposed by financial realities. The adversary principle in negotiations, when transferred from the private sector of business and industry to the public service sector including education, does not involve similar financial limitations and salary levels are not subject to either the restraints or the benefits of changing national or local financial conditions. Increasing conflict between the public, represented by school boards, and teachers,

represented by their federations, have resulted in serious interruptions of school programs. The enactment of Bill 100, with its procedures for resolving impasse situations inherent in the negotiating procedures now prevailing in education, has not resolved the problems which are a part of the adversary system.

This Committee believes that the adversary principle, common in the private sector of business and industry, is not workable when applied to public service negotiations. The Committee suggest, as a viable alternative, consideration of a commitment by the government of Ontario, by the people of the province through their representatives on school boards, and by the teachers and other personnel employed in education, to a carefully formulated principle of "Fair Comparison with Selected Good Employers",<sup>4</sup> as a means of arriving at compensation levels suitable for and acceptable to all those who provide educational services in Ontario.

#### B. Determination of Data for Comparison

Studies conducted on behalf of this Committee have indicated that criteria do exist on which the job content of positions in the field of education can be compared with the job content of positions in business and industry. In any such exercise, it is clear that representatives of employers, employees and administration must be directly involved. On the first round, at least, they would undoubtedly require the assistance of experienced consultants in the evaluation of the job content of positions in education and in the selection of comparable positions in the private sector. The Committee suggests, as a viable alternative to present chaotic and undirected practice, that the Education Relations Commission, with the direct involvement of trustees, teachers and administrators, through their respective organizations, consider the possibility of formulating detailed position descriptions for each job class-

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<sup>4</sup>Martin O'Connell, "Fair Comparison with Selected Good Employers, A Proposal for Ending the Power Struggle in Public Service Collective Bargaining." Paper Presented to the Gov. of Canada, January 8, 1976.



ification among employees in education. Through discussion and negotiation they should determine an acceptable method for evaluating job content in such a way that it can be compared with similar evaluations among selected "good" employers in Ontario. Further, the Committee suggests that the Education Relations Commission, trustees, teachers and administrators, through their respective organizations, consider the establishment of a representative list of "good employers" in Ontario for use in determining "fair" compensation for positions of equivalent job content.

At first sight, the foregoing would appear to be a formidable task. Some may find reasons why it is naive or even hopeless. The Committee went through this cycle several times. Each time, it came back to the one overpowering reality: the present system is completely without direction, without criteria and without any reliable means of providing equitable solutions when controversies arise. We firmly believe that alternatives are available and should be explored.

#### C. Implementation of Principle of Fair Compensation

Committee studies have indicated that a major revision of salary schedules now used in the academic branch of the educational enterprise in Ontario, to bring them more in line with present practice in business and industry, is essential to the resolution of problems which exist in the determination of compensation levels in the teaching profession. The Committee has worked out a model for revision to demonstrate that such a change is possible. Moreover, this can be accomplished without undue hardship either to members of the teaching profession or to the taxpayer who supports the system. The Committee recognizes that further investigation may suggest other approaches to the implementation of salary change which may have equal or greater validity than that suggested in this Report. In any event, regardless of the method of implementation which may be chosen, a number of criteria should remain negotiable and indeed these criteria should be determined through negotiation and discussion.

Built into the concept is the assumption that trustees' and teachers' organi-

zations will give consideration to the adoption of a model for salary schedules that conforms closely to practice in business and industry, and is based on criteria developed through discussion and negotiation. The model assumes, in addition, that consideration will be given to the implementation of such a reformed schedule over a sufficient number of years to minimize any adverse impact on teachers or the public.

A long-standing problem in salary negotiations has been the tendency to "leap-frog" from board to board to obtain the best features of all agreements. Adherence to the "Principle of Fair Comparison" can obviously eliminate this feature of current negotiations to the extent that the salary and employee benefits aspects of compensation are determined over a wide area. Negotiations must recognize that school boards are in competition for professional staff over the entire province. It is possible that regional differences should be recognized in establishing compensation levels. The selection of employers with whom comparisons will be made will establish patterns in this regard. Competition for non-professional staff is generally on a more local basis. This, too, can be recognized in the selection of employers for comparison.

The Committee suggests that consideration be given to the determination of salary levels and employee benefits for professional staff through negotiation using the "Principle of Fair Comparison" with "Good Employers" selected over a wide area, and, that determination of all other matters be contained in board-teacher agreements reached through discussion or negotiation based on factors applicable at the local level. The Committee suggests, further, that similar principles be used in the establishment of compensation levels for non-professional employees through comparison with selected "Good Employers" in the local area.

Ontario's present Act respecting the negotiation of collective agreements between school boards and trustees was written to provide direction for negotiations and to resolve impasse situations resulting from the application of the adversary principle. Many of the mechanisms established by the Act remain workable if the "Fair Comparison Principle" is implemented.

The Committee suggests that the Education Relations Commission give leadership in any implementation of the "Principle of Fair Comparison with Selected Good Employers" in the determination of compensation in education in Ontario and, that the legislators amend The Act to conform with the changed approach to negotiations.

This Committee considers any protracted interruption of the school year through strikes and lock-outs to be a totally unacceptable means of resolving impasse situations in negotiations. Any strike or lock-out which may be initiated by the negotiating parties in resolving implementation procedures must be short-lived. In our view, the Ontario government can, and should provide special judicial procedures, with judges trained in industrial and human relations, available immediately to order a reopening of schools, and to hand down binding decisions on the matters in dispute, based on the "Principle of Fair Comparison". The Committee believes that strikes and lock-outs can become a thing of the past and that harmony can be restored to negotiations in the field of education.

## CHAPTER 2

### THE PRINCIPLE OF FAIR COMPARISON

The hard bargaining which prevails in the private sector of business and industry when unions and management negotiate compensation and working conditions, is subject to limitations and controls on both parties. Over an extended period, a firm must produce a profit; it must remain competitive; it must retain its workers; it must maintain production. Extended strikes or lock-outs, or unreasonable demands for improved working conditions or compensation, may put the firm out of business and the employees out of jobs. Balances and counter-balances exist, no matter how imperfectly they may appear to work in any particular instance.

In education and other branches of the public service, such restraints on the bargaining process are lacking. Estimates of losses in the delivery of educational services during strikes or lock-outs are extremely subjective. The principal limitation on the employer, or the employee, is public opinion--a shifting variable with no defined limit. The public rightly sees that work interruptions in education place a greater burden on students and the general public than on either of the direct participants in the negotiations. In addition, the public now sees pay levels for teaching and educational administrative positions reaching, and perhaps even surpassing, pay levels set in the market place of the private sector. Though this may be true in some instances, it must be recognized that, generally, the public is aware of only the maximum salaries paid to teachers who reach the top of the salary scales, and, in many instances, is not informed of the structure of the salary schedule through which a teacher must progress to reach the top.

Parallel to these developments in the field of education, similar problems have been emerging on many public service fronts. School boards, governments, teachers' federations and public service unions have moved rapidly toward the adversary stance in negotiations, in common with the private sector. It becomes more apparent with each new crisis in the public sector that collective bargaining in the public service and in the essential services must be made



different from collective bargaining in private business and industry.

In education, academic employees are faced with limited alternatives for employment. The user of educational services, similarly, has limited alternatives to obtain the required services. For the employee, there has been an increasing struggle to obtain what he considers to be a "fair and comparable" wage scale in comparison to workers in industry. It has been apparent in negotiations that the existence of a basis for fair comparison is neither well-known nor understood. For the employer, there has been increasing political danger in meeting salary demands when government financial restraints are indicated or in effect, and the alternative has been to suffer the consequences of strikes or slow-downs in essential services. In our system, school boards cannot be expected to lead in compensatory practices. However, the employees of such boards are not, nor should they be expected to be, willing to fall behind others in society who are doing work of equal content and demand.

Thus, it has become increasingly apparent that an alternative to the adversary principle must be found. Employees of public bodies cannot be productive under such a system. The public can no longer accept the results of breakdowns in negotiations.

The search for an alternative to the adversary system is not new. Reports from Great Britain<sup>5</sup>, New Zealand<sup>6</sup>, Sweden<sup>7</sup>, Prince Edward Island<sup>8</sup>, and from the

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<sup>5</sup> Civil Service Department, The National Whitley Council--The Past Fifty Years. HMSO, London, England, March 1969.

<sup>6</sup> Royal Commission of Inquiry: Salary and Wage Fixing Procedures in the New Zealand State Services. Government Printer, Wellington, New Zealand, 1972.

<sup>7</sup> O'Connell, Fair Comparison with Selected Good Employers.

<sup>8</sup> G.K. Cowan, "Collective Bargaining in the Public Sector, Prince Edward Island", Quarterly Review, Laval University, Quebec, Vol. 29, No. 1, 1974.

Tennessee Valley Authority of the United States<sup>9</sup>, indicate that an alternative to the adversary principle already operates successfully. In Canada, the principle of Fair Comparison with Selected Good Employers, has been advocated by Martin O'Connell, Ph.D., M.P., in a paper dated January 8, 1976, entitled A Proposal for Ending the Power Struggle in Public Service Collective Bargaining. Two excerpts from Dr. O'Connell's analysis, as applied to the public service in general, are quoted below to illustrate this proposal:

#### How the Fair Comparison Principle Works

To operate under the fair comparison principle, the public service unions and the government acting through Treasury Board must jointly choose a limited grouping of employers in private industry whom they agree to designate as good employers. In so doing they follow jointly agreed-to criteria such as that proposed in 1956 by the Priestley Commission in Great Britain. They must then jointly direct the Federal Pay Research Bureau to develop demonstrably fair comparisons of overall income between employees in the public service and employees similarly placed with the selected good employers of the private sector. This is done by general surveys and by on-the-spot detailed examination of representative samples of 50 or so employers drawn from the universe of good employers. Such samples may vary from time to time and for comparison purposes for different groups of public employees; for example, clerks, program administrators, general trades or other classes. Work performed and levels of responsibility in the public service are compared as closely as possible with that in the selected private industry sample; for example, in the clerical groups the work of those performing accounting functions, purchasing functions, correspondence, recordkeeping, support of professional staff, counter work with the public or other functions would be matched with ranges of pay, recruitment procedures, promotion opportunities, responsibilities and other factors in equivalent functions in private industry. Fringe benefits that are quantifiable must be taken into account in the total income comparisons.

Incomes for government employees who have no clear private sector match can be established on the basis of an agreed relationship with those jobs which do have a clear relationship to the private sector. This involves a secondary set of negotiations. In some cases, comparisons may be made with an agreed-upon set of outside employers even though the type of work performed is quite dissimilar.

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<sup>9</sup> Louis J. Van Mol, The TVA Experience: In Collective Bargaining in the Public Service, Theory and Practice, Public Service Association, Chicago, 1967.

The government in effect says to its employees, "We will match the good employers. We will bargain with you as to what constitutes a fair comparison with the agreed-upon good employers in the private sector." In effect, the unions accept from the beginning that they are bargaining for a fair comparison with wages and conditions prevailing among the selected good employers in the private sector. The difference between the two sides is automatically narrower than it would be otherwise. Failing a negotiated agreement, voluntary resort to arbitration is relatively easy because the differences are seen to be narrow and the arbitrator will also be operating under the same principle and criteria of fair comparability with the same designated group of outside employers. Where the system operates, arbitrations are rare and are viewed as a failure of the consultative and bargaining process. When used, arbitration is effective because of the atmosphere created by the fair comparison principle in contrast to its waning influence in federal public service bargaining.

Union leaders are better able to present negotiated settlements to their members on the defensible principle of fair comparison with a pre-selected universe of employers in the competitive private sector.

For its part, the public has the assurance that, through government, it is offering its public servants demonstrably fair total incomes in relation to what they would be able to achieve in the private sector among the better employers and where market constraints operate. If a settlement is not reached and a strike results in an unacceptably prolonged withdrawal of essential services and the government in the end is forced to legislate a settlement or impose arbitration, it can rest its case with the public and its employees on a sense of fairness and social justice. It can appeal as well to the test of economic capacity represented by a demonstrably fair comparison with good employers in the private sector, they would in effect be seeking unfairly to tax such private sector employees in order to pay themselves more than they could receive through equivalent work with equivalent responsibilities in the private sector where competition, economic capability, profit and productivity constraints operate. If the government sought to pay less, it would in fact be subject to the charge of social injustice--to the charge that it was using its strength to pay its employees, and especially those in weaker position, less than they could obtain in good employment in private industry. In other circumstances, as when it was fighting inflation or exercising restraint in the interests of the whole economy, the government would avoid the charge that it was restraining pay and other conditions among its own employees while not requiring private sector employees to restrain demands on their employers. Under the operating principle of fair comparison with jointly selected good employers of the private sector, a policy of restraint would have to be exercised over the whole economy and not only on public servants. Moreover, negotiated agreements in the highly visible federal public service would not in the future have such pattern-setting effects as they have had in the recent past in

the absence of the fair comparability principle.

#### High Productivity and Efficiency

The Principle of fair comparison with preselected good employers in the private sector brings the presence of the public to the negotiating table in other ways. The public, having offered to pay on a fair comparison basis, will expect that the power struggle and the growing militancy will subside and that interruption of essential services will virtually cease. It will expect efficiency in public service work and will demand that the government and unions develop and apply standards of productivity even as such standards are developed in the private sector where productivity is the key to successful operation. Productivity is an essential requirement of the good employer principle and must be given high priority both in terms of improved criteria and vigorous application. The public knows that the government as employer faces fewer economic constraints on its bargaining position than do employers in the private sector--that its wage policy is not tied to a profit position or strict capacity to pay--that it is less concerned than a private employer with the productivity of its services because it will not close down if it operates at a deficit.

The public must be given the assurance, which it receives only under the principle of fair comparability, that in the future public servants employed to provide it with essential services (often monopoly-type services not available from any other source) are neither underpaid nor overpaid. No principle more than this is better calculated to assure uninterrupted economical and high quality service.

Considerations such as these led the Economic Council of Canada in its Third Annual Review (1966) to urge the government to adopt the principle of fair comparison with good employers. It stated:

Governments and unions in the public sector should maintain as close a relationship as possible with wages, salaries, and other benefits paid by good employers of the private sector... on a current basis...without excessive delays.

The principal point made by the Economic Council was that the cost constraints of the market place which apply in the private sector do not apply in the public service. Yet it was important for the overall economy to ensure that these market constraints were applied to the public service by matching total incomes in a socially just manner to the private sector. The Economic Council urged that:

Canadian governments should bring to the determination and negotiation of public employee incomes the constraints (and one should add the advances) of the market place which require a private employer to maintain competitive costs so as to



ensure the very existence of his firm.

And in its pre-budget statement of June, 1975, An Action Program for the Canadian Economy, the Canadian Economic Policy Committee recommended

A policy of adjusting compensation of government employees on a basis of comparability with that paid by good employers in the private sector.<sup>10</sup>

Dr. O'Connell's analysis supports the reasoning which led the Committee to an early conviction that a basically new approach which will ensure salaries and benefits comparable to those available in equivalent positions in business and industry is needed in the determination of a compensation pattern for personnel involved in education.

In view of its support of compensation based on "Fair Comparison with Selected Good Employers", the Committee considered its position with respect to strikes and lock-outs as sanctions in negotiations.

While the Committee is opposed to the use of strikes or lock-outs as an ultimate weapon in the case of impasse between the negotiating parties, it accepts reluctantly that recourse to such action is sometimes an effective protest mechanism when all other measures have failed. Because the burden is born more heavily by students than by the participants, such protests must be short-lived if they are permitted at all. In any situation where a "Principle of Fair Comparison with Selected Good Employers" is an operative criterion, and is respected by both parties, the areas of negotiation are narrowed considerably and "good-faith-bargaining" would lead to speedy and acceptable conclusions. A swift and fair resolution to the few remaining disputes must be found. The Honourable Emmett M. Hall, former Justice of the Supreme Court of Canada, in a presentation to the Ontario Hospital Association in Toronto on

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<sup>10</sup> O'Connell, Fair Comparison with Selected Good Employers.

October 27, 1975, suggested the formation of a special court, with judges specially trained in industrial and human relations, which would automatically come into play simply by an Order-in-Council in cases of such dispute, to hand down binding decisions. With a "Principle of Fair Comparison" to guide them, their decisions would be likely to have the support of the vast majority of the public and of the participants in the negotiation. The Committee believes that legislative consideration should be given to the establishment of such a specialized court which would provide the final step in resolving impasse situations.

With this treatment of problems which may be faced in the early years of implementation of the "Fair Comparison Principle", the Committee believes that the negotiating parties will find less and less need to resort to sanctions. It is our belief that, under this Principle, strikes and lock-outs will fall increasingly into disfavour, and will become recognized as a useless expedient by the parties involved.

## CHAPTER 3

### THE COMPENSATION STUDY

In the light of its leaning toward the "Fair Compensation Principle" as a basic negotiating device suited to education, the Committee discerned a need for objective information on the possibilities of realistically comparing the demands of work in education and in other pursuits. It seemed necessary, first, to determine whether personnel in education were receiving "fair" compensation for their work in relation to persons doing "equivalent" work in the private sector and, second, to determine whether an alternative to conflict or adversary negotiation could be based on appropriate data.

Most teachers in Ontario, with the exception of most principals and a few others having supervisory roles, are paid a salary corresponding to their placement on a category-experience grid. The category of a teacher is determined by the academic qualification held, while the experience of a teacher corresponds to the number of years recognized by the employer as having contributed to improved teaching performance. In Ontario, seven categories have been generally recognized in constructing the salary grid. Experience allowances have ranged from five or six years in the lowest categories to as many as fourteen or fifteen years in the highest. In the last two or three years there has been a trend toward reduction of years of experience to reach maximum salaries in the higher categories. Such changes in the structure of the salary grid have resulted in substantial increases in the wage-bill paid by school boards.

Early in the Committee's study, comparisons of gross life-time earnings of teachers with the earnings of selected personnel in other occupations, in both the public and private sector, gave some indication that teachers were at a disadvantage. It was found that starting salaries for teachers have been, and remain, lower than starting salaries for other occupations requiring equivalent academic preparation. It was noted that, while teachers may progress automatically through a salary grid for as many as fourteen or fifteen years before reaching a maximum salary, management personnel in business or industry

generally receive experience increases for a maximum of five or six years and, from that point on, increases are dependent largely on earnings through merit. It appeared also that the maximum salary that a teacher might eventually expect to receive was somewhat higher than the maximum for some other occupations to which the work done by teachers might be compared.

It seemed apparent that significant revisions rather than minor repairs to existing schedules were indicated. This implied the need of a new model for compensation which would ensure adequate protection to both the teacher and the taxpayer during the implementation period. Rather than stop with the suggestion of a principle for the development of a compensation plan for professional staff in education, the Committee, in order to demonstrate the practicality of the principle, commissioned a study of position evaluation and the determination of compensation related to job content. Recognizing the problems of implementation of any new approach to compensation, the Committee has developed a model to illustrate the transition from present-day salary schedules to new schedules based on the concept of "Fair Comparison with Selected Good Employers".

The danger inherent in many compensation studies in education is that they tend to focus generally on what other school boards are paying their employees. In such studies, if the salaries for the boards examined are too high or too low, matching them means only that the first errors are being perpetuated and extended by imitation. An objective established by the Committee was to find some method of evaluating positions in education according to their true job content and to compare the remuneration for positions in education with positions having similar job content in business and industry.

The Committee, after interviewing a number of consultant firms, specialists in salary matters in the business and industrial segment, commissioned Hay Associates (Canada) Limited to study salary relationships among the various positions found in Ontario education and to provide comparative data for comparable positions in business and industry.

In selecting these consultants, the Committee noted the comparative objectivity



of the approach to the study and the obvious esteem in which they were held by a cross-section of well-known employers across Canada. Moreover, the approach advocated by the consultants was consistent with the "Principle of Fair Comparison with Selected Good Employers" in that the list of firms used in establishing data for the study met the criterion of a broad sample of good employers.

The Committee recognizes the reservations of many individuals against attempts to compare positions in education with those in other occupations. The Study (Appendix A) used three particular aspects of each position for evaluation and comparison: Know-How, Problem-Solving, and Accountability. Each of these major factors is further subdivided into a number of particular components for consideration.

"Know-How", in this concept, is defined as the sum total of every kind of knowledge, however acquired, needed for acceptable job performance. The Know-How for the position is evaluated on the basis of the position requirement for a knowledge of practical procedures, specialized techniques and scientific disciplines, a knowledge of managerial skills in planning, organizing, co-ordinating, integrating, staffing and directing, and controlling the activities and resources associated with an organization unit or function, and a knowledge of active, practicing, person-to-person skills in the area of human relationships. Each of these three elements of Know-How is evaluated numerically from the lowest to the most demanding requirement.

"Problem-Solving" is defined as the original, self-starting thinking required by the job to identify, define and resolve a problem. It is measured as a percentage utilization of the Know-How requirements of the position. Two dimensions of Problem-Solving are considered. The environment in which the thinking takes place is evaluated from that involving strict routine, through the various degrees of routine, standardized or generally defined thinking, to the ultimate very abstractly defined situation. The challenge presented by the thinking to be done is the other major element of Problem-Solving. This is evaluated from low to high on the basis of variation of challenge from repetitive

or patterned problems to the need for adaptive or creative solution.

"Accountability" is defined as the answerability for actions and the consequences thereof. It is considered as the measured effect of the job on end results. Most important of the three elements considered in determining Accountability is the freedom to act involved in the position. This may vary from a position which is subject to direct and detailed instructions and close supervision at the lower end of the evaluation scale, to one that is subject only to the influence of the senior policy-making agencies at the higher end of the scale. The second element of Accountability, and of lesser importance on the evaluation scale, is the job impact on end results. This may be rated from remote influence to primary influence. The third element is that of magnitude of the position, indicated by the numbers affected or the dollars involved, factors that can be compared readily in a variety of situations.

While this is the approach to job content evaluation used in this Committee's study, it is recognized that other methods of comparison have been used by other agencies for similar purposes. In a number of cases, negotiation has established the positions that will be compared for compensation purposes.

The numerical ratings for job content of the various positions covered in this Study, serving as a measure of the know-how, problem-solving and accountability requirements as described in the various job descriptions, are considered by the Committee to have validity which will bear examination by competent persons both within and outside the field of education. It thus becomes possible to compare jobs having the same job titles but differing job content with their counterparts in other fields of endeavour. The use of a common criterion, evaluated job content, liberates the job evaluation and salary comparison processes from the shackles of job titles, professional jargon, uninformed opinion and political pressures. The Committee believes that the study serves as an example of job evaluation and content comparison of positions in the field of education with those in the fields of public service, business or industry.

Because of the importance that the Committee attaches to the principles de-

veloped through this Study, the Report of the consultants is reproduced in its entirety as Appendix A. The Committee believes that the pertinent facts are readily identified from the Study itself. It has used the factual materials from this Study and from the regular updatings of salary information available from the Management Compensation Comparison developed annually by Hay Associates to develop a model for change in the salary schedules for personnel in education in keeping with the aims outlined above.

It must be emphasized that, in using the consultant's Report in the development of a salary model, the Committee does so only to illustrate a principle that it considers to have sufficient validity to merit serious study. The evaluation of job content and the criteria used in the development of the implementation model have been selected arbitrarily in order to illustrate a method of developing relationships within the model, rather than for the actual details of the model itself. The criteria, in actual practice, would be determined by the participants through negotiation and discussion.

#### Criteria for Change

Any revision of existing salary schedules for personnel involved in education should consider the following criteria:

- (a) There should be a reference point in the schedule directly related to salaries paid in business and industry for the same evaluated job content.
- (b) Minima and maxima throughout the schedule should be directly related to that reference point.
- (c) A revised salary schedule should relate as closely as is feasible to existing schedules to avoid disruption of practices developed over many years.
- (d) The years between minimum and maximum salaries should relate to current practice in business and industry.
- (e) Representatives of trustees, teachers and administrators should be involved directly in determining the evaluation of job content, the reference point between education and business and industry salary schedules, the relationships between the categories or groups in the teaching grid,

the number of annual increments between minimum and maximum, the relationship between the reference point and the various maxima, the relationships between maxima and minima, and the number of years to be considered in the implementation plan. Such involvement may be through consensus, negotiation, or arbitration. Determination of responsibility allowances and schedules for senior personnel follows directly from the evaluation of job content.

- (f) Revision of salary schedules is most likely to be successful when comparative data from business and industry is available from a representative sample drawn from a broad geographical region, or from the province as a whole. Other Reports of this Committee indicated its belief that, for the most part, local differences tend to balance out, and it is difficult to accept these as a cause for regional variations in salary schedules in professional fields. Emphasis on local comparisons could lead back to the current problem of each local group attempting to negotiate the best features of each agreement reached across the province and neglecting the basic concept of "fair comparison".
- (g) In practice, the development of a rational salary schedule for teachers must provide for salary revision over a period of time long enough to soften the effects of significant changes in salary for the public who must meet the costs through taxes and for the teachers who are presently at relatively high maxima after many years of teaching experience.

#### A Model for Change

##### (a) Developed Model Grid

Within the criteria for change listed above, there is considerable flexibility for negotiation. The Committee has arbitrarily selected numerical criteria as indicated below, in order to establish a Developed Model Grid as shown in Table 1. This Grid, using current information on comparable salaries, may be used to develop salary schedules from year to year.

- (1) maximum group IV = 100.00%
- (2) maximum group VII = maximum group IV + 20%

- (3) maximum group V = maximum group IV +  
1/3 (max. group VII - max. group IV)
- (4) maximum group VI = maximum group IV +  
2/3 (max. group VII - max. group IV)
- (5) minimum of each group = 80% of maximum of each group
- (6) equal increments from minimum at year 0 to maximum at year 5.
- (7) maximum for group III = year 4 of group IV
- (8) maximum for group II = year 3 of group IV
- (9) maximum for group I = year 2 of group IV

TABLE 1  
DEVELOPED MODEL GRID USING INDEX NUMBERS  
GROUP IV MAXIMUM = 100

<u>Year</u>	<u>Group I</u>	<u>Group II</u>	<u>Group III</u>	<u>Group IV</u>	<u>Group V</u>	<u>Group VI</u>	<u>Group VII</u>
0	70.40	73.60	76.80	80.00	85.34	90.66	96.00
1	73.92	77.28	80.64	84.00	89.60	95.20	100.80
2	77.44	80.96	84.48	88.00	93.87	99.73	105.60
3	80.96	84.64	88.32	92.00	98.14	104.27	110.40
4	84.48	88.32	92.16	96.00	102.40	108.80	115.20
5	88.00	92.00	96.00	100.00	106.67	113.33	120.00

(b) Reference Point and Salary Comparison

In order to demonstrate the formulation of a Developed Model Grid for a particular year, the Committee arbitrarily selected 168 Hay Control Points as the evaluated job content of a classroom teacher. This is the evaluation assigned in the Study (Appendix A, Table I, facing page 22) to a secondary school "Teacher" and to an elementary school "Teacher II". The Hay Management Compensation Comparison, 1975, indicates that the Average of the Base Salary Policy Lines for Bonus and Non-Bonus Companies at 100 Hay Control Points was \$12,000, and at 200 Hay Control Points was \$17,200. (Graph 1, page 24). By interpolation, the Average at 168 Hay Control Points may be calculated as \$15,536. This has been selected ar-



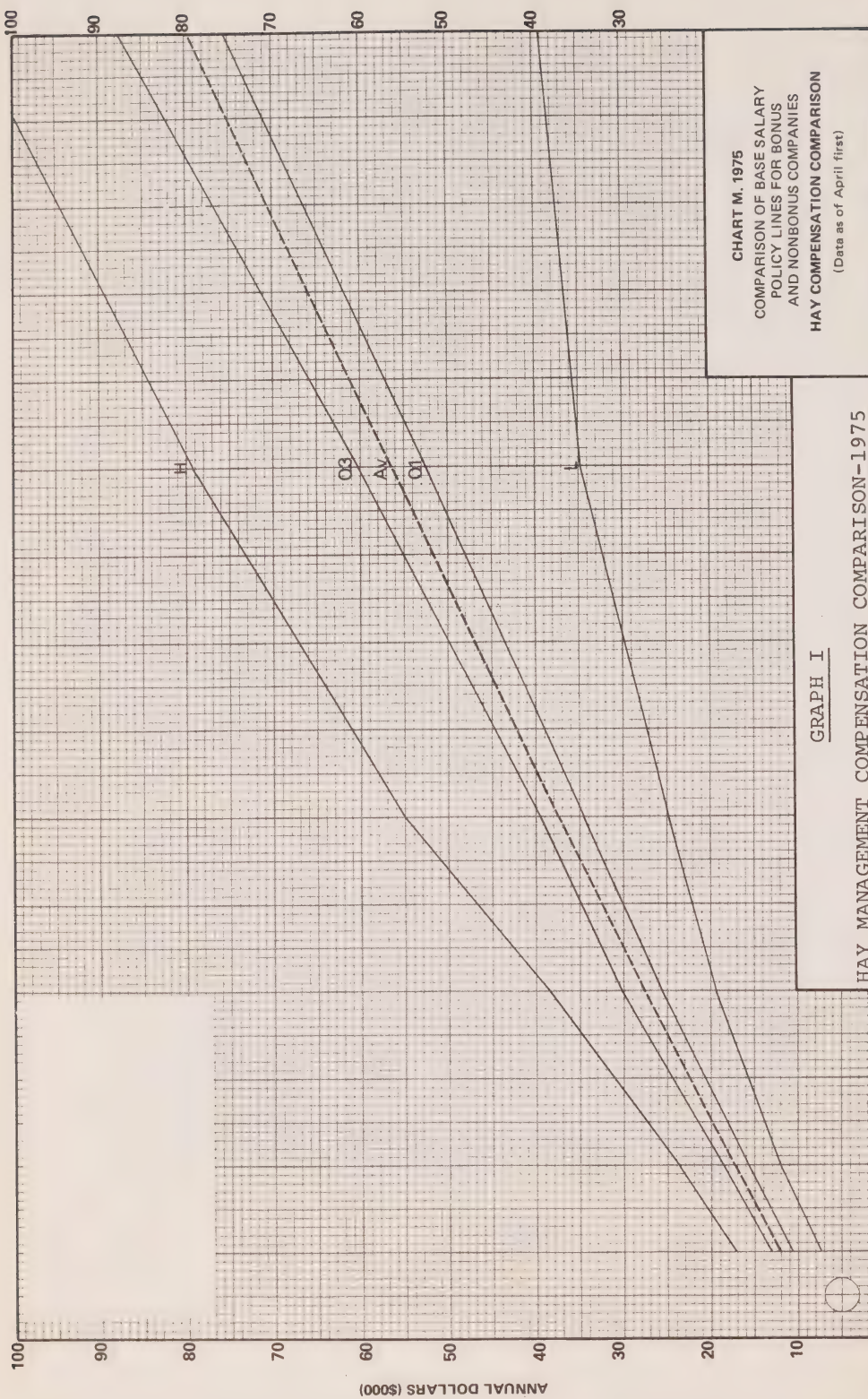


CHART M. 1975  
COMPARISON OF BASE SALARY  
POLICY LINES FOR BONUS  
AND NONBONUS COMPANIES  
HAY COMPENSATION COMPARISON  
(Data as of April first)

GRAPH I  
HAY MANAGEMENT COMPENSATION COMPARISON-1975

	100	200	300	400	500	600	700	800	900	1000	1100	1200	1300	1400	1500
HAY	17.1	23.8	38.5	38.5	55.0	55.0	79.1	79.1	104.8	104.8	104.8	104.8	104.8	104.8	104.8
Q3	13.0	18.7	30.1	30.1	39.6	39.6	60.2	60.2	87.5	87.5	87.5	87.5	87.5	87.5	87.5
AVERAGE	12.0	17.2	27.8	27.8	37.5	37.5	56.6	56.6	79.6	79.6	79.6	79.6	79.6	79.6	79.6
MEDIAN	11.8	16.8	27.4	27.4	36.7	36.7	56.5	56.5	80.0	80.0	80.0	80.0	80.0	80.0	80.0
Q1	10.8	15.8	25.7	25.7	34.5	34.5	52.5	52.5	75.2	75.2	75.2	75.2	75.2	75.2	75.2
LOW	7.3	12.0	19.3	19.3	24.9	24.9	34.9	34.9	39.1	39.1	39.1	39.1	39.1	39.1	39.1



HAY ASSOCIATES CANADA LIMITED

bitrarily as the maximum salary for a Group IV teacher for use in the Developed Model Grid for 1974-75. It should be noted that the data in the Hay Management Compensation Comparison, 1975 is correct for April 1, 1975, and could be corrected by a calculated factor to apply more accurately to the period September 1, 1974, to August 31, 1975, as represented by the Developed Model Grid for 1974-75.

Beginning with Group IV, year 5, the maximum for the Developed Model Grid 1974-75 may be determined by taking 100.00 percent of \$15,536. Similarly, by using the percentages indicated in the Developed Model Grid, Table 1, page 23, values may be determined for all other parts of the Grid. For example, Group IV, year 0, will be 80.00 percent of \$15,536; Group IV, year 1, will be 84.00 percent of \$15,536, etc. The Developed Model Grid for 1974-75 is shown in Table 2, below.

TABLE 2  
DEVELOPED MODEL GRID - 1974-75

<u>Year</u>	<u>Group I</u>	<u>Group II</u>	<u>Group III</u>	<u>Group IV</u>	<u>Group V</u>	<u>Group VI</u>	<u>Group VII</u>
0	\$10,937	\$11,434	\$11,932	\$12,429	\$13,258	\$14,085	\$14,915
1	11,484	12,006	12,528	13,050	13,920	14,790	15,660
2	12,031	12,578	13,125	13,672	14,584	15,494	16,406
3	12,578	13,150	13,721	14,293	15,247	16,199	17,152
4	13,125	13,721	14,318	14,915	15,909	16,903	17,897
5	13,672	14,293	14,915	15,536	16,572	17,607	18,643

(c) Determination of Target Date

In order to minimize the impact of salary changes for both the taxpayer and the educator, the target date for final achievement of placement of all professional staff on a grid similar to the Model Grid above has been selected arbitrarily as ten years ahead. If implementation had begun in 1974-75, the target would be reached in 1984-85.

(d) Calculation of Interim Grids

- (1) Each year, the Hay Management Compensation Comparison contains data which will enable us to calculate the change in average salary from one year to the next at the evaluated job content of 168 Hay Control Points which we have chosen to use in our example. For our model, we have determined that the average of the Policy Lines for Bonus and Non-Bonus Companies is likely to increase by 13.0% from April 1, 1975 to April 1, 1976.

With reference to the Developed Model Grid - 1974-75, (Table 2, page 25), we may calculate the future value of the Group VII maximum of \$18,643, when it is subjected to compound interest of 13.0 percent for the 10 years to the 1984-85 grid.

i.e. Assumed rate of increase of Policy Average - 13.0%

Number of years at compound interest - 10

Group VII maximum, 1974-75 - \$18,643

Projected Group VII maximum, 1984-85 - \$63,285

- (2) Since it is assumed in our model that a teacher would reach maximum in year 5 by 1984-85, we may determine the rate of increase required to bring the salary for each year from year 5 upward, for group VII of the actual grid for 1974-75 (Table 3, page 27), to the projected value of the group VII maximum of the Developed Model Grid (Table 2, page 25) as determined for 1984-85.

TABLE 3  
ACTUAL GRID - 1974-75

<u>Year</u>	<u>Cat. I</u>	<u>Cat. II</u>	<u>Cat. III</u>	<u>Cat. IV</u>	<u>Cat. V</u>	<u>Cat. VI</u>	<u>Cat. VII</u>
0	\$ 6,425	\$ 7,000	\$ 7,475	\$ 8,400	\$ 8,750	\$ 9,800	\$10,400
1	6,925	7,700	8,175	9,225	9,575	10,750	11,325
2	7,425	8,525	9,000	10,150	10,500	11,900	12,500
3	7,900	9,050	9,600	10,775	11,125	12,525	13,100
4	8,400	9,575	10,225	11,375	11,725	13,150	13,725
5	8,900	10,100	10,825	12,000	12,350	13,750	14,325
6	9,400	10,625	11,450	12,600	12,975	14,400	14,975
7		11,150	12,050	13,225	13,575	15,025	15,625
8		11,675	12,675	13,850	14,200	15,675	16,250
9			13,275	14,450	14,800	16,325	16,900
10			13,900	15,075	15,425	16,950	17,550
11				15,675	16,025	17,600	18,200
12					16,650	18,250	18,825
13						18,900	19,475
14							20,125

e.g.

<u>Year</u>	<u>Actual Grid</u> <u>1974-75</u>	<u>Projected Value</u> <u>1984-85</u>	<u>Calculated Rate</u> <u>of Increase</u>
5	\$14,325	\$63,285 approx.	16.0%
6	14,975	63,285 approx.	15.5%
.			
.			
14	20,125	63,285 approx.	12.0%

- (3) Using these calculated rates of increase we may determine Group VII salaries for 1975-76 at years 5, 6, 7 ---14.



e.g.

<u>Year</u>	<u>Actual Grid 1974-75</u>	<u>Calculated Rate of Increase</u>	<u>Developed Grid 1975-76</u>
5	\$14,325	16.0%	\$16,617
6	14,975	15.5%	17,296
.			
.			
14	20,125	12.0%	22,540

- (4) Similarly, with reference to the Developed Model Grid for 1974-75 (Table 2, page 25), we may calculate the projected value of the Group VII minimum for 1984-85 at the same rate of increase as used in (1) above, and determine the rate of increase for the actual grid minimum that would produce this same projected value in 1984-85. Applying this calculated rate of increase to the 1974-75 actual grid minimum, we may determine a minimum for the 1975-76 grid. Applying equal increments from year 0 to year 5, we then may complete the group VII grid for 1975-76.
- (5) This procedure may be repeated for all groups to develop a complete grid for 1975-76 (Table 4, page 29).
- (6) In 1976, a new Model Grid for 1975-76 may be developed on the basis of the Hay Management Compensation Comparison, 1976.
- (7) Using the new Model Grid, a new grid for 1976-77 may be developed working toward the 1984-85 target date.
- (8) The same procedures may be repeated each year to 1984-85. In 1984-85 all teachers would be accommodated on the Model Grid for 1984-85.
- (9) Each year it is possible to establish a salary differential for positions of responsibility, and schedules for principals, vice-principals, supervisory officers and business officials on the basis



of measured job content and the related business and industry averages.

TABLE 4  
DEVELOPED GRID - 1975-76

<u>Year</u>	<u>Cat. I</u>	<u>Cat. II</u>	<u>Cat. III</u>	<u>Cat. IV</u>	<u>Cat. V</u>	<u>Cat. VI</u>	<u>Cat. VII</u>
0	\$ 7,659	\$ 8,302	\$ 8,850	\$ 9,870	\$10,465	\$11,486	\$12,189
1	8,228	9,005	9,606	10,680	11,247	12,373	13,075
2	8,797	9,708	10,362	11,490	12,029	13,260	13,961
3	9,366	10,411	11,118	12,300	12,811	14,147	14,847
4	9,935	11,114	11,874	13,110	13,593	15,034	15,733
5	10,502	11,817	12,633	13,920	14,375	15,923	16,617
6	11,026	12,368	13,282	14,540	15,025	16,603	17,296
7		12,923	13,918	15,196	15,652	17,249	17,969
8		13,461	14,564	15,831	16,302	17,917	18,623
9			15,173	16,444	16,916	18,594	19,300
10			15,818	17,095	17,554	19,238	19,954
11				17,697	18,172	19,888	20,621
12					18,815	20,550	21,253
13						21,206	21,909
14							22,540

#### Benefits from Salary Reform

The Committee recognizes that there are many variations possible within the Model presented. Indeed, this is one of its unique strengths. The possibilities of involvement of trustees, teachers and administrators in the determination of the criteria for the model grid, and in the evaluation of job content, retain the best features of negotiation procedures developed through the years. The acceptance and implementation of a policy relating salaries in education to compensation for equal job content in business and industry immediately eliminates conflict. The inherent fairness of both the ultimate schedule and

the implementation procedures to both the taxpayer and the educator should ensure acceptance of such a plan.

Salary reform can be achieved in a quiet, orderly, relatively painless way, rather than in the conflict-charged, almost revolutionary manner often prevalent in today's strained negotiating scene.

## CHAPTER 4

### EMPLOYEE BENEFIT PLANS

In considering compensation of personnel in education it is impossible to ignore related fringe benefits which are supplementary to salaries. The Report of Hay Associates (Canada) Limited (Appendix A) deals briefly with "External Comparisons of Employee Benefit Plans". In summary, the Report concludes that school board employees are in "a generally conservative position in comparison to the average practice of a broad cross-section of Canadian industry and finance".<sup>11</sup> The Committee notes the further comment in the Report that indicates that the benefits enjoyed by school board employees which lead industrial practice "tend to be the more costly ones, such as pensions, sick leave credits and vacations".<sup>12</sup>

A study by The Thorne Group Limited entitled Fringe Benefits Costs in Canada 1971, indicates that fringe benefit costs for all employers participating in their 1971 study represented 29.04 percent of the gross payroll. An article by Jean Grenier, Directeur, Montreal, Hay Associ  s (Canada) Limit  e, appearing in Commerce/Le Point 1973, indicates also that marginal benefits represent 25 to 35 percent of total remuneration. M. Grenier distinguishes three principal groups of benefits: (1) additional benefits such as life insurance, health insurance, retirement pensions, disability pensions and savings plans, (2) privileges and conditions of work such as paid vacations, holidays, recreation privileges, cafeterias or dining rooms, parking, automobiles, office furniture, etc. and (3) other benefits such as commissions, bonuses, gifts, prizes, profit sharing, etc.

In the first group, school board employees tend to be treated on about the same level as employees in business or industry. The Hay Report comments, however, that pension benefits in the field of education are superior to those in industry.

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<sup>11</sup> Hay Associates (Canada) Limited, "Development of Comparisons of Salary Levels and Employee Benefit Plans for Employees of Boards of Education in Ontario", Report to the Committee on the Costs of Education, Toronto, 1972, p.31.

<sup>12</sup> Ibid.

It is the second group of benefits, comparing teachers with other groups of professionals that meets the most severe criticism. For most professionals, the normal work year involves approximately 250 working days allowing for 11 statutory holidays. With two to four weeks annual vacation, the year is reduced to about 230 to 240 working days. In contrast to this, the official working year for the classroom teacher is approximately 200 working days. On the other hand, teachers, if they are to progress through the salary schedule and if they are to remain competent in their positions, are required to take frequent updating and upgrading courses during the summer months, or during the evenings in the winter session, generally on their own time and at their own expense. The length of the working day and the concentration of work at various times of the year, as with any other professional positions, is difficult to relate to other kinds of jobs. While the Hay Study did not consider that the length of the work year should be a factor in developing salary comparisons, it did note, and the Committee concurs, that the optional use of the extended vacation period is an attractive employee benefit to the classroom teacher. The Committee notes also that for a teacher who is not taking updating or upgrading courses during vacation periods, the difference in the work-year based on 200 days versus 230 days can represent a fringe benefit as great as 15 percent of salary. In considering total compensation in a "fair comparison", this cannot be ignored. The value placed on this benefit must be arrived at through discussion and negotiation by the parties involved. It should be noted that vacation practice for all school board employees, other than teachers, corresponds closely to practice in business and industry.

The third group of benefits offered by many industrial and financial institutions, but not available to school board employees, is perhaps a counter-balance to the longer vacations offered to teachers. The Committee notes that over half of the participants in the business sample of the Hay Study pay bonuses to their employees and so increase the total compensation above the basic salary rates usually quoted.

The Ontario School Trustees' Council in a report to school boards issued in 1969 and reissued April 11, 1972, estimates that each teacher enjoys fringe

benefits with a value of approximately 20 percent of his gross salary and that the majority receive benefits from 20 percent to more than 26 percent. The Committee feels that, with the variables in vacations, use of sick leave credits, time off for professional development, and so on, it is impossible to arrive at a close estimate of costs. In those areas where identification of costs on a firm basis is possible, such as superannuation, payments for medical plans, etc., teachers compare conservatively, with employees in business and industry. Use of the full optional time available for vacations could place a teacher in a very favourable position with regard to fringe benefits.

A number of consultants in the private sector produce reports for their clients evaluating and comparing employee benefit plans offered by various employers. It is apparent that such plans form a major component of any compensation package and should be considered fully in any comparison of compensation which might be valid.

In considering the "Principle of Fair Comparison with Selected Good Employers" as applicable to employees in education, a careful analysis of the measurable aspects of employee benefits must be considered as an integral part of the compensation comparison. The unusual benefit available to many academic employees in education, that of the extended vacation period, should be considered in establishing a policy for "fair comparison" with employees in other occupations.





APPENDIX A

COMMITTEE ON THE COSTS

OF EDUCATION

Development of Comparisons of Salary Levels  
and Employee Benefit Plans  
for Employees of Boards of Education  
in Ontario

Hay Associates Canada Limited  
Toronto, Canada

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## APPENDIX

## PURPOSES AND SCOPE

The objectives of this study for the Committee on the Costs of Education were:

- comparison of the current compensation levels of the employees of Boards of Education in Ontario with those of other Canadian employers, and
- comparison of the present employee benefit programs with those of other Canadian employers.

The study covers all employees of the Boards in Ontario, both public and separate.

The object of the study is not to determine how much these positions should be paid but rather to indicate present pay comparisons that may be used by the Committee, as part of its study of the costs of Elementary and Secondary Education in Ontario.

## II

### PROCEDURE

Education in Ontario is changing rapidly in all areas. Pressures for change are being felt from the social environment and the increased demands that society is making on education. At the same time, it is placing significant financial restrictions on education. Within education itself there is an accelerating increase in subject knowledge and in teaching techniques. The people in education find themselves in a dynamic environment to which they must adapt and re-adapt.

In studying positions in education, it is necessary to assess requirements and demands as they exist today within this dynamic environment. Thus, we have taken a snapshot, as of December, 1972, of a changing scene.

#### Salary Comparisons

In assessing the level of the overall salary structures in Boards of Education, it is not very useful and indeed it can be misleading to compare individual salaries within Boards to those of other employers' salaries on a job-by-job basis. It is often impossible to find enough jobs sufficiently alike to draw meaningful conclusions. The dangers of such comparisons are increased when the job title is the sole or principal criterion. We have found large differences in job content between jobs carrying the same title just as we have found the same job content "weight" in jobs, the titles of which suggest differences in importance.

Some government (and indeed education) compensation studies tend to be introspective in that they focus only on what other government agencies (or boards of education) are paying their employees. They fail to look at salary practices elsewhere. Thus, one study feeds on another. If ABC's salary levels are too low (or too high), XYZ's matching them means only that ABC's errors are being perpetuated by imitation.

The crucial weakness in the foregoing methods is that none of them asks the vital questions for evaluating and setting the compensation for any job. Namely: What is involved in the job itself? What is its actual content? What does it require of the man or woman holding it, in terms of knowledge and ability to think and reason? Exactly how large is the job's impact on end results, i.e., the objectives for which the governmental unit (or board of education) is striving? Only by evaluating each job according to its true content can the job be meaningfully compared to a position of similar content within the same organization, or in other institutions.



The use of a common criterion—evaluated job content—liberates the job evaluation and salary comparison processes from the shackles of job titles, employee classification grades, seniority policies, and political pressures. It permits the evaluation and accurate content comparison of a government job against one in industry; of a scientific post against an administrative post; of a teaching position against a professional engineering (or accounting) position.

#### Selection of Boards of Education

Fifteen school boards were selected as representative of all Ontario boards by the consultants with the aid of the staff of the Committee on the Costs of Education. The criteria for selection were location, size and type (public or separate). The sum of the enrollments of the fifteen boards is in excess of 500,000 pupils. Those selected are listed below including regional location and approximate enrollment.

Region	1	Lakehead	26,000
	2	Sudbury	30,000
	4	Lambton	26,000
	6	Welland Separate	12,000
	6	Lincoln	35,000
	7	Etobicoke	61,000
	7	Halton	47,000
	7	Metropolitan Separate	77,000
	8	York County	43,000
	8	York Separate	5,000
	8	Scarborough	83,000
	9	Hastings	24,000
	9	Lennox and Addington	8,000
	10	Ottawa Separate	30,000
	10	Prescott and Russell	5,000

The positions that were studied included: central and administrative office supervisory, both academic and business; school instructional-administration, supervision and teaching; clerical and custodial, both in the central board offices and in the schools. In each board, they represented over 90 percent of all the board's employees.

## Partial List of Hay Clients in Canada

Algoma Steel	Marine Industries
Aluminum Company of Canada	Maritime Telegraph and Telephone
Anaconda	McMaster University
Armstrong Cork	Merck Frosst Laboratories
Atlas Asbestos	Molson Industries
Atlas Copco	Mutual Life
Bank of Montreal	Nashua
Bell Canada	National Cash Register
Beaver Lumber	National Grain
Brascan Limited	New Brunswick Electric Power
Brewers' Warehousing	New Brunswick Telephone
CAE Industries	Noranda Metal Industries
Canada Life Assurance	Noranda Mines
Canada Packers	North American Life
Canada Permanent	Northern Electric
Canada Trust	Northwood Pulp
Canada Wire and Cable	Norton Company
Canadian General Electric	Ontario Credit Union League
Canadian Gypsum	Ontario Hydro
Canadian Industries Limited	Oshawa Group
Canadian Imperial Bank of Commerce	Otis Elevator
Canadian Ingersoll-Rand	Pillsbury
Canadian International Paper	Polymer Corporation
Canadian Liquid Air	Les Prévoyants
Canadian National Railways	Procor
Canadian Standards Association	Prudential Assurance
Canadian Trailmobile	Quaker Oats Company
Ciba-Geigy	Quebec Iron and Titanium
Colleges of Applied Arts and Technology of Ont.	Queen's University
Cominco	Robertson, P.L. Manufacturing
Confederation Life	Robin Hood Multifoods
Crain, R.L.	Royal Bank
Crouse-Hinds	Royal Trust
Crown Life	Scott Paper
Dick, A.B.	Shell Canada
Dominion Bridge	Society of Industrial Accountants of Ont.
Dominion Textile	Somerville Industries
Domtar	State Farm Insurance
Dow Chemical	Steel Company of Canada
Dow Corning Silicones	Steinbergs
Duplate	Stephens-Adamson
Du Pont	Technical Service Council
Economical Mutual	Texas Gulf Sulphur
Electric Reduction	Tioxide of Canada
Electrohome	Toronto-Dominion Bank
Excelsior Life	Traders Group
Falconbridge Nickel Mines	Toronto Hydro
Family Service Association	Union Carbide
Fiberglas	Uniroyal
General Foods	United Co-operatives
Glidden-Durkee	United Provinces Insurance
Goodyear Tire & Rubber	University of Guelph
Green Giant	University of Waterloo
Hamilton Group	University of Western Ontario
Heinz, H.J.	University of Windsor
International Nickel	Westinghouse Canada
I-T-E Circuit Breaker	Whitman-Golden
Joy Manufacturing	Wire Rope Industries
Labatt, John	MLW-Worthington
Leeds & Northrup	Wool Bureau
Lever Detergents	Wrigley, Wm.
Lipton, Thomas J.	Xerox
Manufacturers Life	

## Job Understanding

During visits to each of the boards selected for the study, our consultant (s) gained sufficient understanding of the essential elements of job content through available job descriptions and personal interviews. The interviews were important to this understanding. They were generally held with the superiors of the positions being studied rather than with the incumbents. Exception to this was made in the case of teachers. The consultants visited several schools in each board and discussed the teaching positions with principals, department heads and teachers. Because of the significance of the teaching positions in this project, the consultants devoted at least half of their time and effort to the study of these positions.

## Job Evaluation

The evaluation of the positions was carried out by the five consultants actively involved in the study working in committee. The judgments of the consultants were guided by the Hay Guide Chart-Profile Method of Position Evaluation. It examines the three basic components of any job:

*Know-How:* The specialized, managerial, and human relations knowledge and skill required for satisfactory performance of the job.

*Problem-Solving:* The independence and complexity of the thinking to be done in the job.

*Accountability:* The freedom and directness with which the job achieves the end results expected of it and the magnitude of such results.

Without reciting the evolutionary history of the Guide Chart-Profile Method, we would like to stress the universality of the method's application and validity. The method has been subjected over many years to critical assessment and refinement not in an "ivory tower" but in practical situations. This process has been carried out jointly by the consultants and a broad array of organizations—financial and industrial, profit and non-profit, education and welfare, large and small, in many countries. It is today the most widely used job evaluation process in the world for management, administrative and professional positions. On the opposite page is a partial list of Hay clients in Canada.

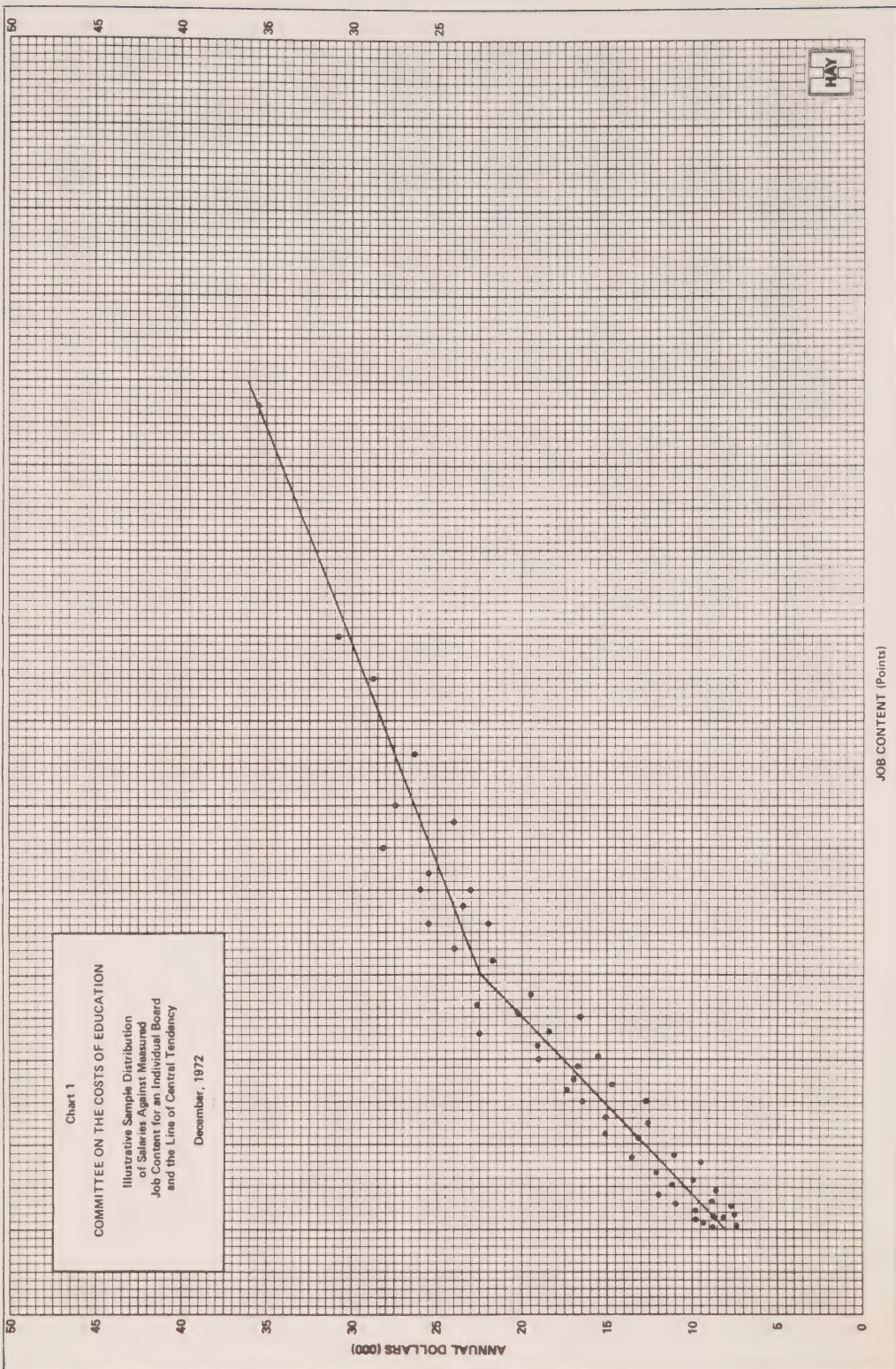
The evaluations were made without regard to present salaries or existing salary structure. While some salary data in education are generally known, the consultants did not want to be influenced by them and delayed the collection of present salary data until the evaluation process had been completed.

Our experience with studies of this kind, where the evaluations are entirely those of the consultants rather than an evaluation committee from that client organization, is that a trained committee from education would agree with the majority of the evaluations, but would not necessarily agree with every single one. This, however, would not change the overall tendencies.

Salary data were collected from the boards after the evaluation process, and the analysis of the data follows in the next section.







**JOB CONTENT (Points)**

### III

#### ANALYSIS OF SALARY AND JOB CONTENT RELATIONSHIPS

Chart 1, facing, illustrates the salary practice of a fictitious board. Each dot is the plotting of the total points assigned to a job, against the incumbent's current salary. Where there are multiple incumbents in the same job, the average salary for the group is calculated and plotted.

It is assumed that salaries bear a reasonable relationship to the relative difficulty and importance of each job. Salaries normally increase geometrically (i.e., in percentages) and since the point values in the Guide Chart-Profile Method also increase geometrically, the relationship of salaries to job content points is normally a straight line. For the distribution of plottings on Chart 1, a line of central tendency was drawn by inspection. This line of central tendency represents the current salary practice; this is what the fictitious board *tends* to pay for various amounts of job content.

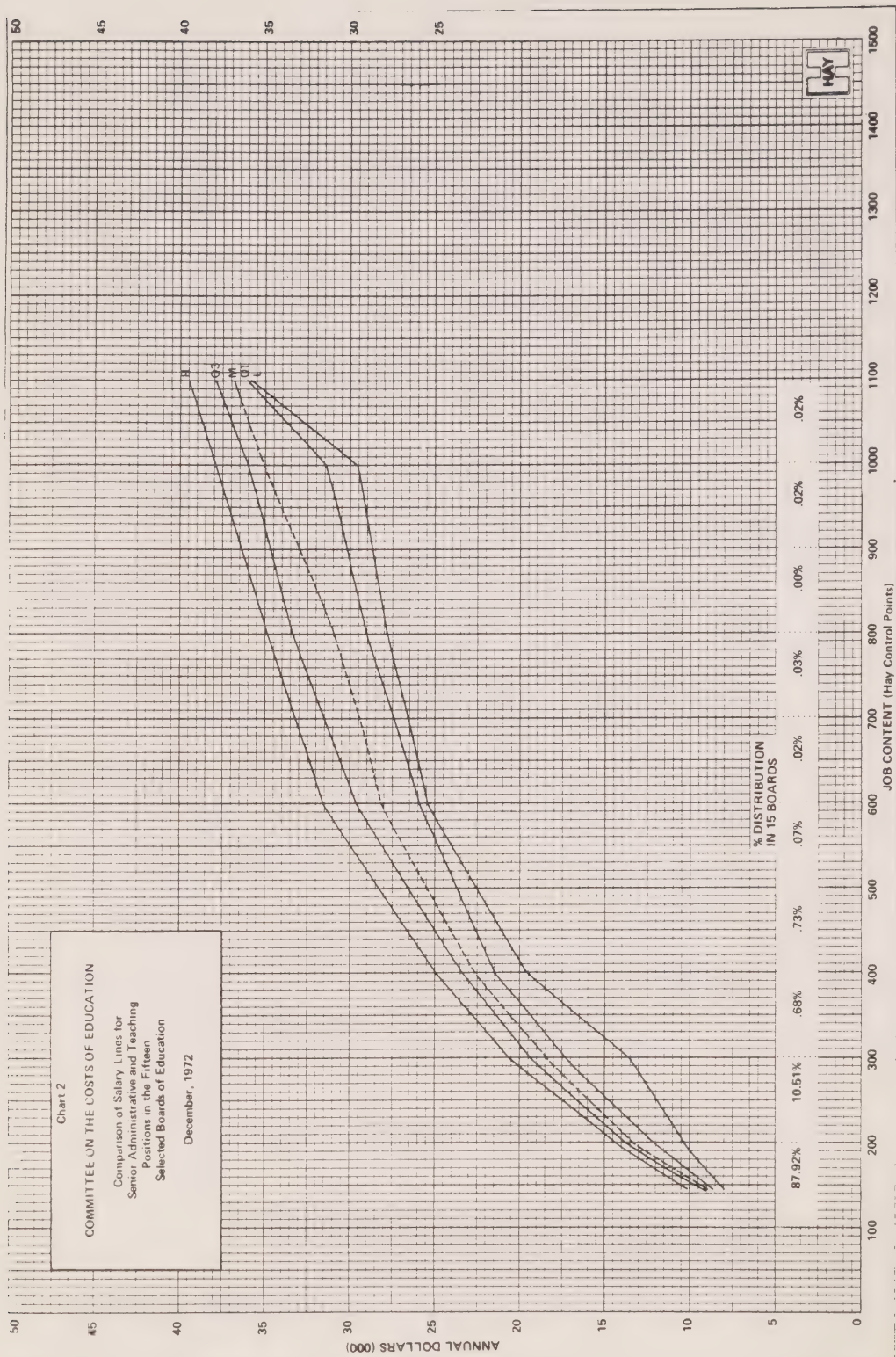
Charts such as Chart 1 were prepared for each board as follows:

- All management, senior administrative, professional and specialist positions in the board, including all teaching jobs, and excluding clerical and custodial positions. These positions will be referred to as Senior Administrative and Teaching Positions.
- All teaching positions in the schools—Principals, Vice-Principals, Department Heads, Chairmen, and Teachers in both elementary and secondary schools. These will be referred to as Teaching Positions.
- All management, administrative, professional and specialist positions, but excluding teaching jobs in the schools. These will be referred to as Senior Administrative Positions.
- All clerical positions, both in the board offices and in the schools.

From the distribution of plottings on each of the above charts, a line of central tendency was drawn by inspection with the aid of mathematical regression analysis techniques. These lines of central tendency represent what each board is currently *tending* to pay for various amounts of job content.



Chart 2  
 COMMITTEE ON THE COSTS OF EDUCATION  
 Comparison of Salary Lines for  
 Senior Administrative and Teaching  
 Positions in the Fifteen  
 Selected Boards of Education  
 December, 1972



Senior Administrative and Teaching Positions

Chart 2, facing, illustrates in skeleton form the range of the lines of central tendency for senior administrative and teaching positions among the fifteen boards. The following should be noted about Chart 2:

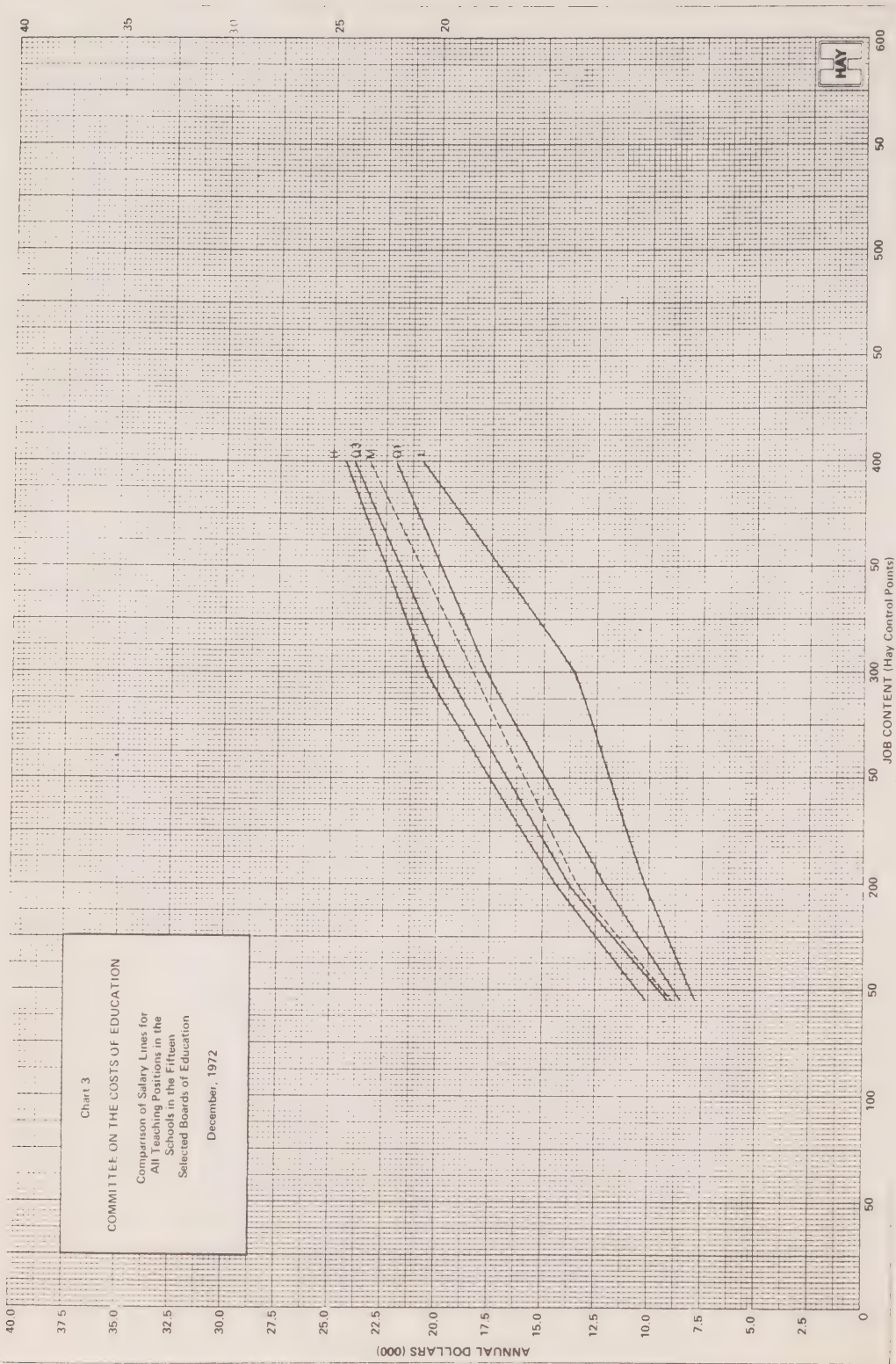
- 1. The data are effective as of December, 1972. Where increases were pending, as in the case of two boards, they were included to ensure a valid picture as of December, 1972.
- 2. The basic data used in preparing the chart were the trend lines (as illustrated on Chart 1) of the fifteen boards. These lines do not all have the same terminal points.
- 3. Shown on the chart are:
  - . the high and the low boards' lines at 145, 200, 300, 400, 600, 800, 1000, and 1100 Hay Control Points (which will be described later);
  - .. the median of the 15 boards' lines at the Hay Control Points mentioned above (dotted line);
  - ... the first quartile (below which fall one-quarter of the boards) and the third quartile (above which fall one-quarter of the boards) at each of the above mentioned points.
- 4. The table below the chart contains the values of the intercepts of each of the lines shown as well as the mean or arithmetic average of the 15 boards' lines at each reference point.

Charts 3, 4, and 6, which follow, were developed in the same manner.

To assist in interpreting this chart and the following ones, it is important to realize that there is *not* an even distribution of positions along the length of these lines.

The distribution of the senior administrative and teaching positions in this study is as follows:

100—200	Hay Control Points	87.92%
201—300	Hay Control Points	10.51%
301—400	Hay Control Points	.68%
401—500	Hay Control Points	.73%
501—600	Hay Control Points	.07%
601—700	Hay Control Points	.02%
701—800	Hay Control Points	.03%
801—900	Hay Control Points	.00%
901—1000	Hay Control Points	.02%
1001—1100	Hay Control Points	.02%



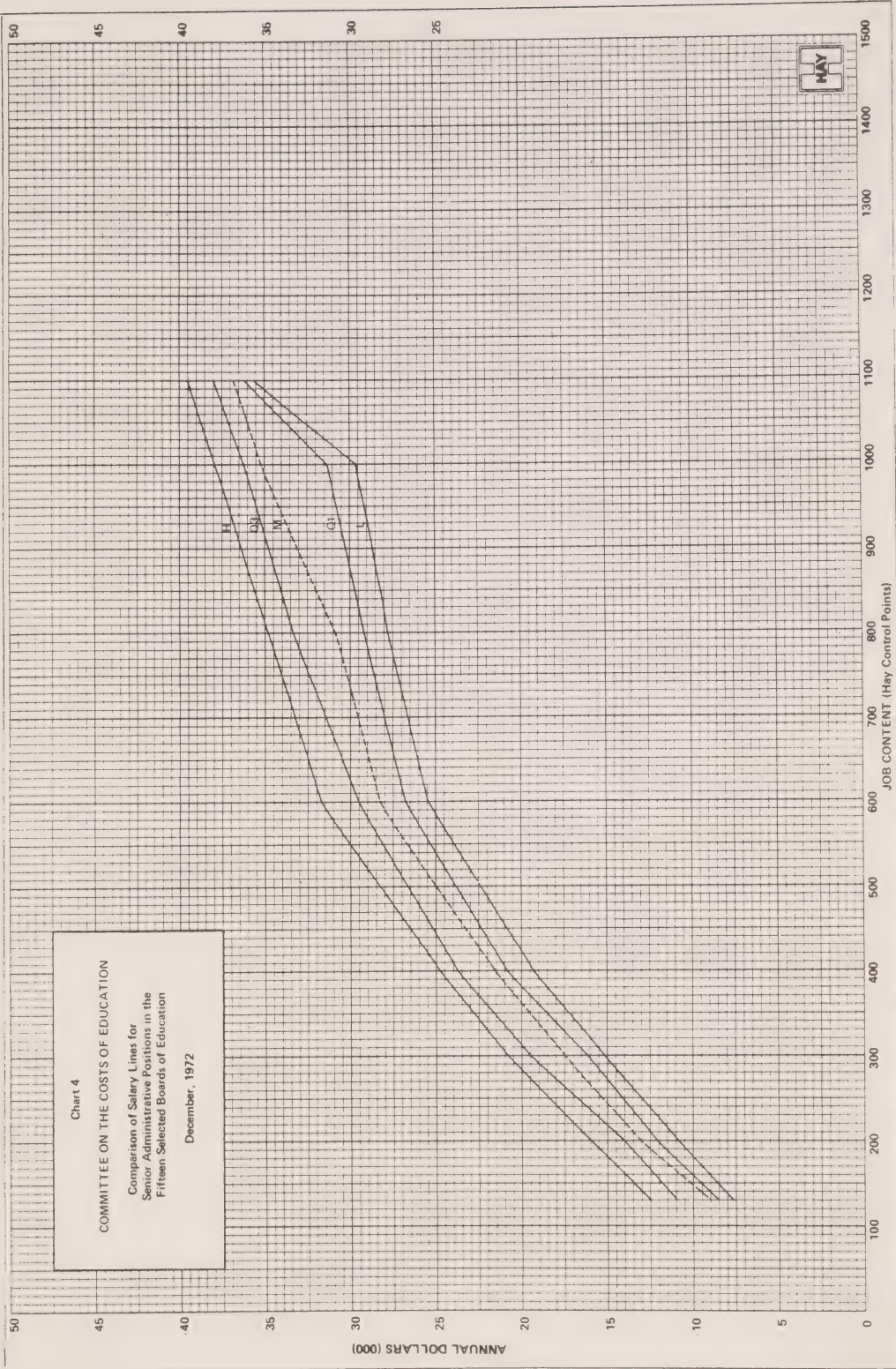
High	10.1	14.4	20.6	24.4
Q3	9.1	13.8	19.6	24.0
Average	8.8	12.9	18.2	23.1
Median	8.9	13.4	18.4	23.3
Q1	8.5	12.1	17.7	22.1
Low	7.8	10.2	13.5	20.8



This distribution is contained on Chart 2. As a matter of interest, this distribution is comparable to that found in industrial organizations with a large number of professional employees.

#### **All Teaching Positions**

Chart 3, facing illustrates in skeleton form the lines of central tendency for all teaching positions among the fifteen boards.



High	12.5	16.0	20.8	24.8	31.7	34.8	37.9	39.5
Q3	10.9	13.9	19.5	23.8	29.6	33.3	36.2	37.9
Average	9.6	13.1	17.7	22.1	28.3	31.1	34.0	37.2
Median	8.9	13.1	17.5	21.5	28.3	30.8	35.2	36.8
Q1	8.5	12.1	16.1	20.9	26.8	29.2	31.4	36.3
Low	7.6	10.8	15.2	19.3	25.5	27.7	29.6	35.7

Senior Administrative Positions

Chart 4, facing, portrays the range of salary practice for the senior administrative positions in the fifteen boards.

As mentioned earlier, salary comparisons based on job titles as the principal criterion can be misleading. To illustrate this, the range of job content found in five position titles are shown below. Similar dispersion would be found in many others. The numbers represent that number of positions at that job content score.

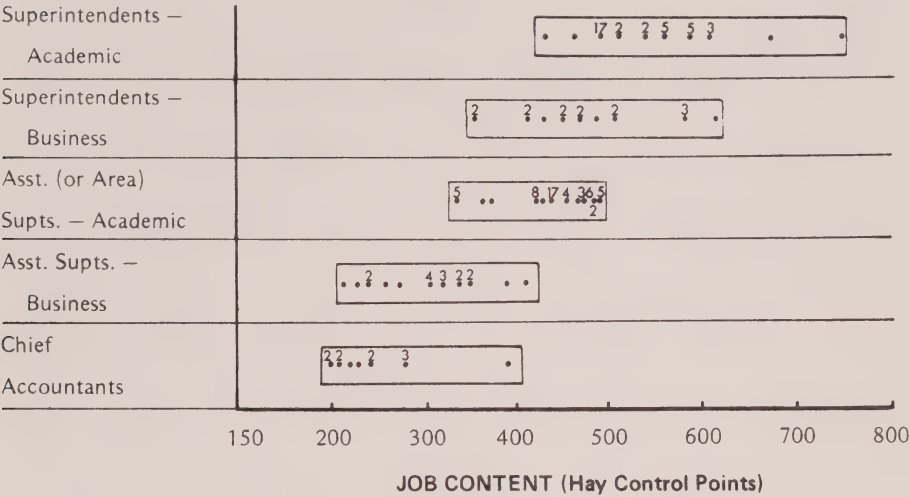
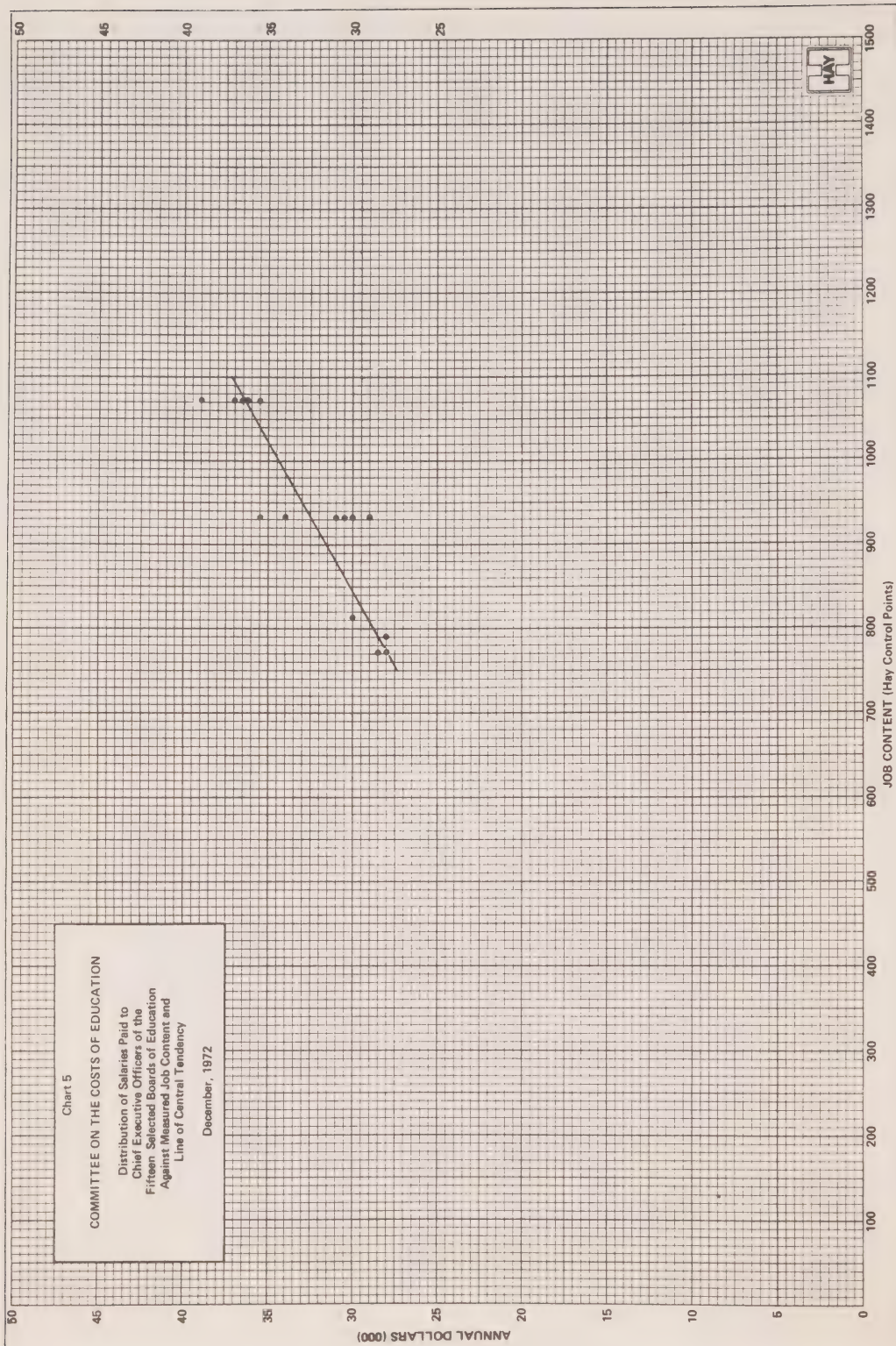




Chart 5

COMMITTEE ON THE COSTS OF EDUCATION  
Distribution of Salaries Paid to  
Chief Executive Officers of the  
Fifteen Selected Boards of Education  
Against Measured Job Content and  
Line of Central Tendency

December, 1972



### **Directors of Education and Superintendents of Separate Schools**

While the salaries paid to the Chief Executive Officers of the fifteen boards (Directors of Education and Superintendents of Separate Schools) were included in the previous analysis, they have been shown here separately because of the visibility of these positions in their communities.

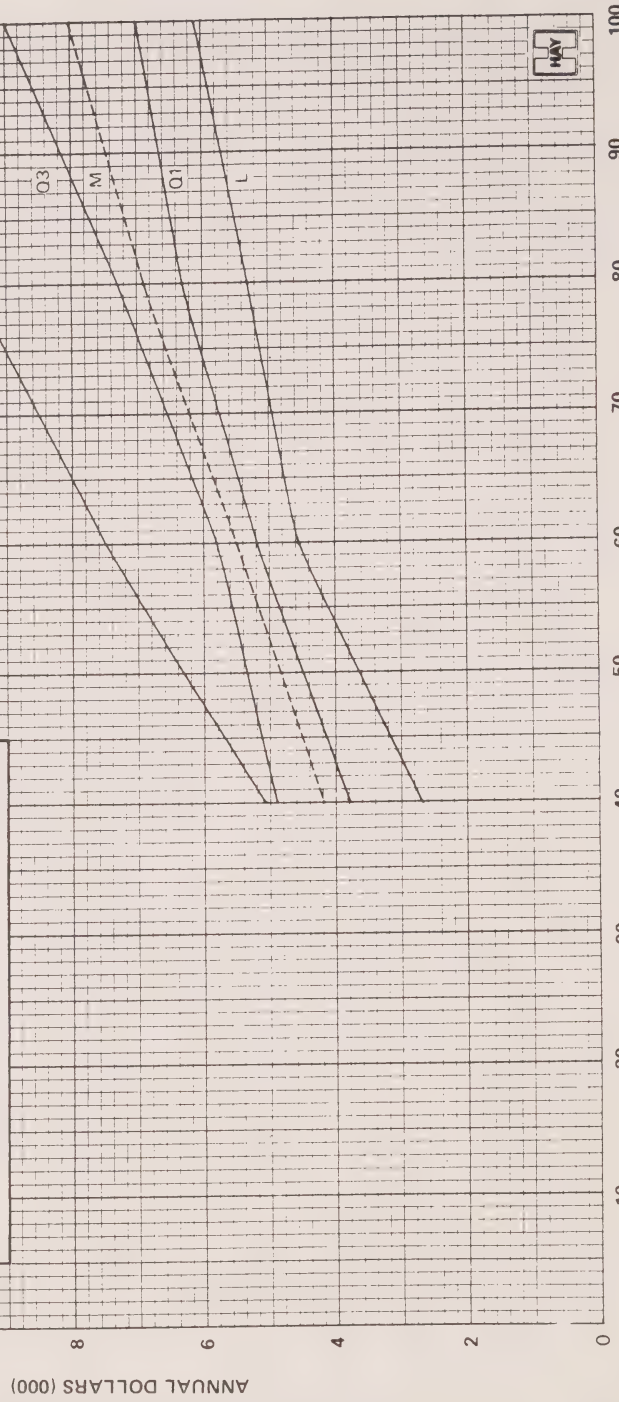
Chart 5, facing, contains the distribution of salaries against job content and the line of central tendency.



Chart 6

COMMITTEE ON THE COSTS OF EDUCATION  
Comparison of Salary Lines for  
Clerical Positions in the Fifteen  
Selected Boards of Education

December, 1972



	High	Q3	Average	Median	Q1	Low
Job Content (Hay Control Points)	5.1	4.9	4.3	4.2	3.8	2.7
Annual Dollars (000)	11.0	9.5	7.5	7.3	7.0	6.1

## Clerical Positions

Chart 6, facing, shows the range of salary practice for clerical positions, both those in the central administrative offices and those in the schools.

## Custodians

The custodian position studied in the project was the one with basic custodial functions without any group leadership or supervisory responsibilities. It was the most heavily populated in the custodial or caretaking classifications. Since there is not a range of job content, but just a single job content score, no chart is shown here. The comparison of the salary practice for this position with external salary data is included in the next section.

## Commentary on Salary and Job Content Relationships

The range of salary trend lines between boards is significant, but within that found in industrial practice. The range of practice for clerical positions is larger than that for senior administrative and professional positions. This is in keeping with general practice where clerical pay levels are usually geared to local community practice while senior administrative and professional positions tend to be related to provincial or national practices.

The comparison of the median lines on Charts 2, 3, and 4 reveals the following:

- because of the large number of teaching personnel there is no significant difference between the median lines for senior administrative and teaching positions and for the teaching positions alone.
- the median pay practice of all fifteen boards for senior administrative positions is very similar to that for all teaching positions. This analysis of all fifteen boards studied collectively does, however, mask inconsistencies within some boards in their salary treatment of these two groups of employees.

There are no significant regional variations between the salary trend lines for management, administrative, professional and specialist positions. The main variation in the practice lines for teaching positions is caused by differences in the qualifications and length of service of the people occupying the positions in individual boards, and by differences in the mix of teaching personnel between elementary and secondary. The salary ranges for teaching positions are very similar in the selected boards and so any differences cannot be attributed to salary policy.

### **Representative Nature of the Data**

The data collected from the fifteen boards and included in this study contain the salaries of 30,300 personnel, totaling just over \$316,000,000. This is about one quarter of the total population of board employees in Ontario. We feel from analyzing the data that it is a reasonable representation of the entire elementary and secondary educational system in Ontario. If the study was extended to a larger sample of boards, we would not expect the median lines to shift significantly.

## IV

### EXTERNAL SALARY COMPARISONS

We turn now to a comparison of the current salary practices and structures of the boards with those of other employers.

As noted previously, comparing the pay structure of one employer with that of another is made difficult because of the problems involved in making job-by-job comparisons. Moreover, individual salaries in any organization at any given time are a product of many factors (for example, individual performance and length of service) in addition to that organization's salary practice. Trend lines provide the overall view of the pay structure without undue influence from these individual variations.

In comparing trend lines it would not do simply to think of evaluation points for all organizations as being of equal "weight" in indicating job content. The design of Guide Charts varies between organizations and, in any event, no two evaluation committees would apply the same Guide Charts in exactly the same way. Therefore, the comparisons of organizations' trend lines necessitate the use of a common measure of job content — Hay Control Points.

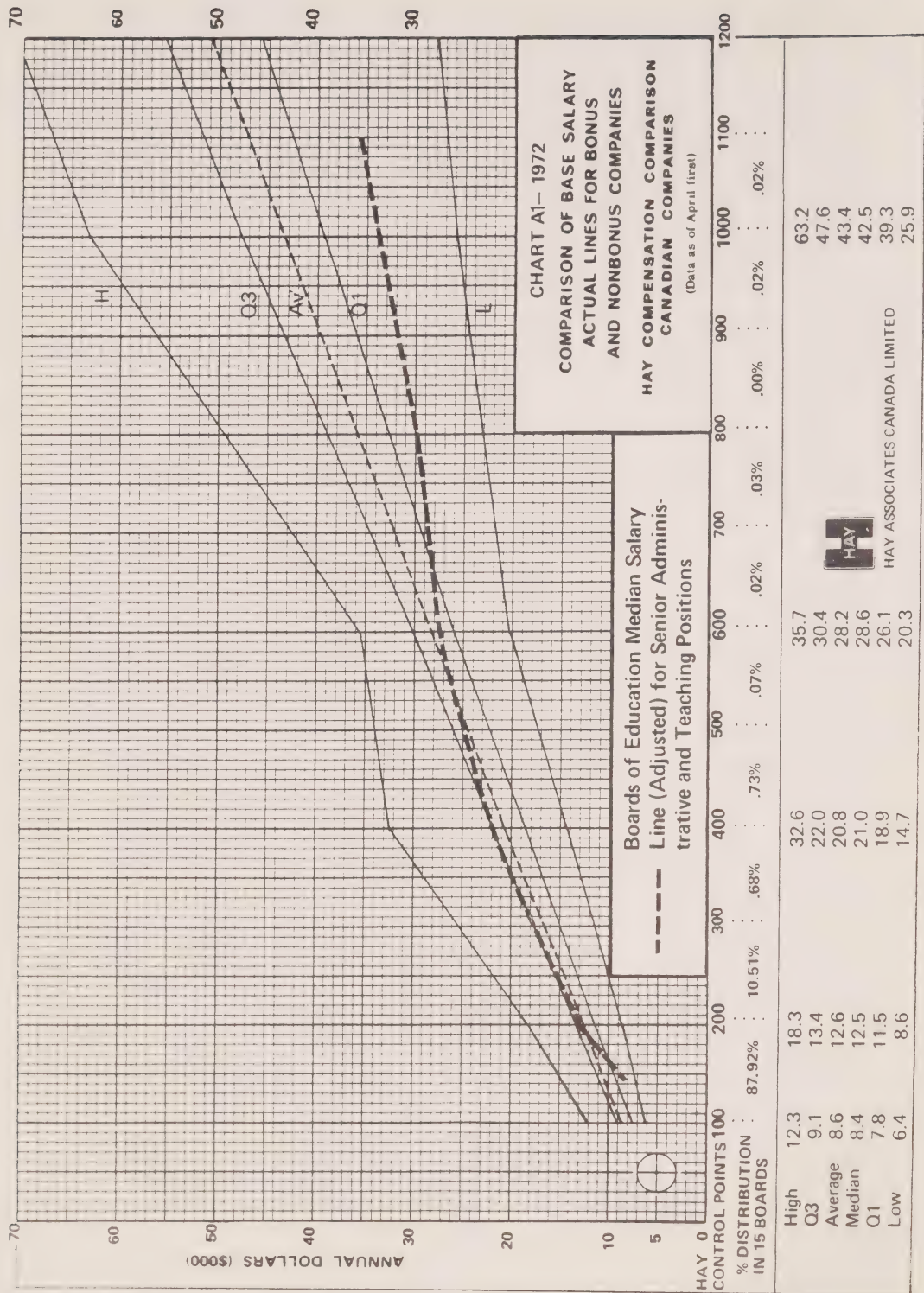
Another significance of the use of Hay Control Points for this study is that it provided a second and independent examination of the content of the positions studied. This conversion procedure, which we call correlation, was carried out by our Director of Correlation. It is under his guidance and direction that the correlations for all the companies in our compensation survey have been conducted. Through the use of correlation, we are able to make valid comparisons of compensation levels for various amounts of job content.

On the charts used in this report, job content is expressed in Hay Control Points.

#### **Hay Annual Management Compensation Comparison**

Annually, Hay Associates develops a Management Compensation Comparison for all its industrial and financial client companies. For the 1972 Comparison, there are 111 companies in the survey. The sizes and industries represented provide a comprehensive cross section of Canadian management compensation levels. The companies depict a broad range of industrial and financial concerns. The sizes represented include 34 with annual incomes under \$40 million, 25 from \$40 to \$100 million, 20 from \$100 to \$200 million, and 32 over \$200 million. Included are privately owned companies as well as crown corporations. The 1972 survey includes salaries and job contents reported by the participants totalling some \$450 million paid to 33,000 management and specialist employees.







As a matter of interest, Hay Associates worldwide produced similar Management Compensation Comparisons in 22 countries in 1972.

Before examining the survey charts in detail, the following should be noted:

1. The survey data are effective as of April 1, 1972.
2. The basic data used in preparing the charts were the trend lines (as on Chart 1) of the participating companies. These lines do not all have the same terminal points and some extend beyond the area covered by the charts.
3. Shown on the charts are:
  - the high and the low companies at 100, 200, 400, 600, and 1000 Hay Control Points;
  - the mean or arithmetic average of the companies' lines at the Hay Control Points mentioned above (dotted line);
  - ... the First Quartile (below which fall one-quarter of the companies) and the Third Quartile (above which fall one-quarter of the companies).

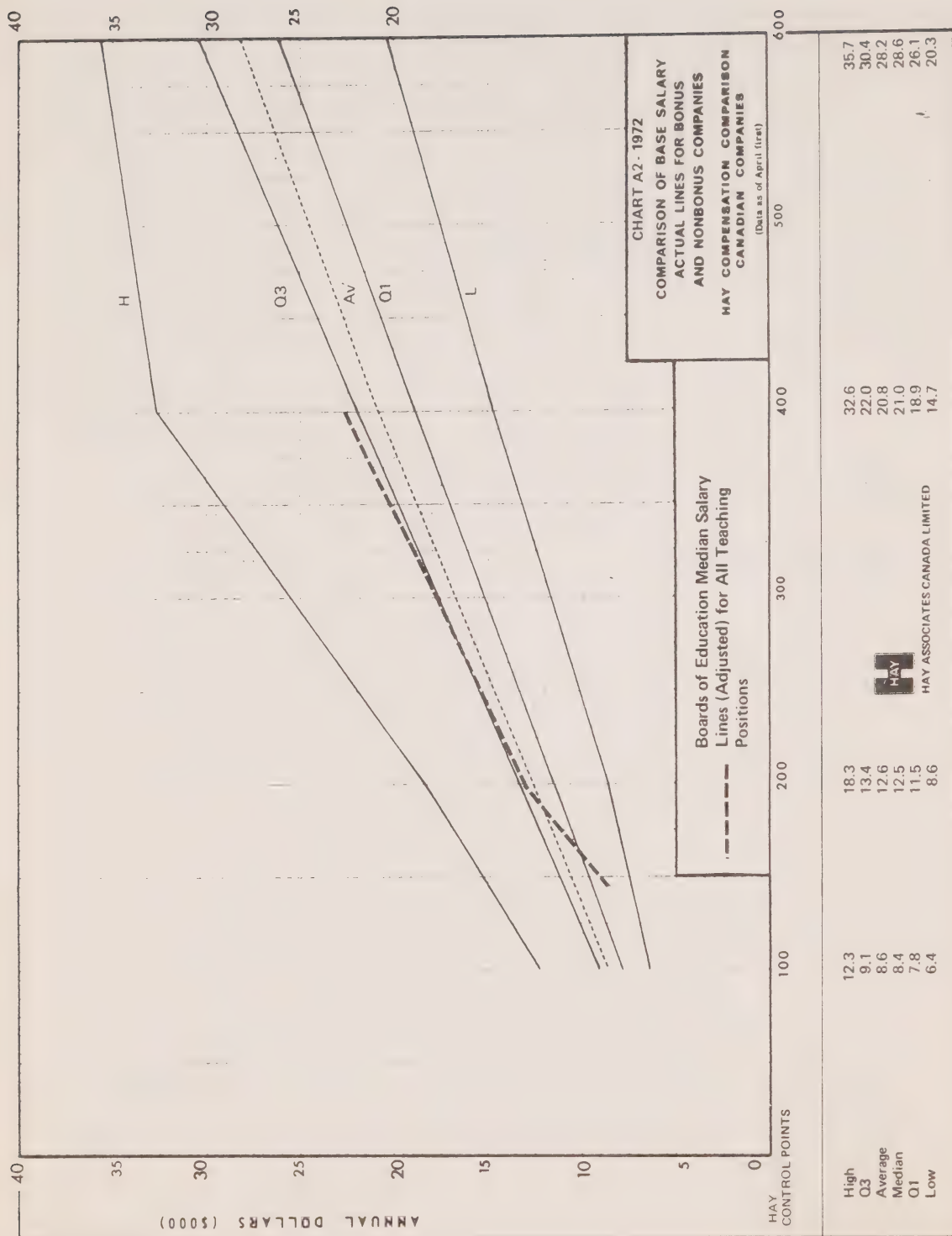
### **Base Salary Comparisons**

#### *A. Senior Administrative and Teaching Positions*

Chart A-1, facing, compares the Boards of Education median line (broken line) for Senior Administrative and Teaching Positions (from Chart 2) with those of other Canadian employers. As the effective date of the Compensation Comparison is April 1, 1972, and the Boards of Education data are effective through the fall of 1972 until December 31st, we have adjusted the Boards of Education line downward by 3 percent as a reasonable reflection of this time differential.

The median line begins at 145 Hay Points where it is just below Q1. It rises to above average, and at 300 Hay Points it is at the Q3 position. It remains at Q3 to 400 Hay Points and then gradually falls below average. Above 700 Hay Points it is within the bottom 25 percent of participants.

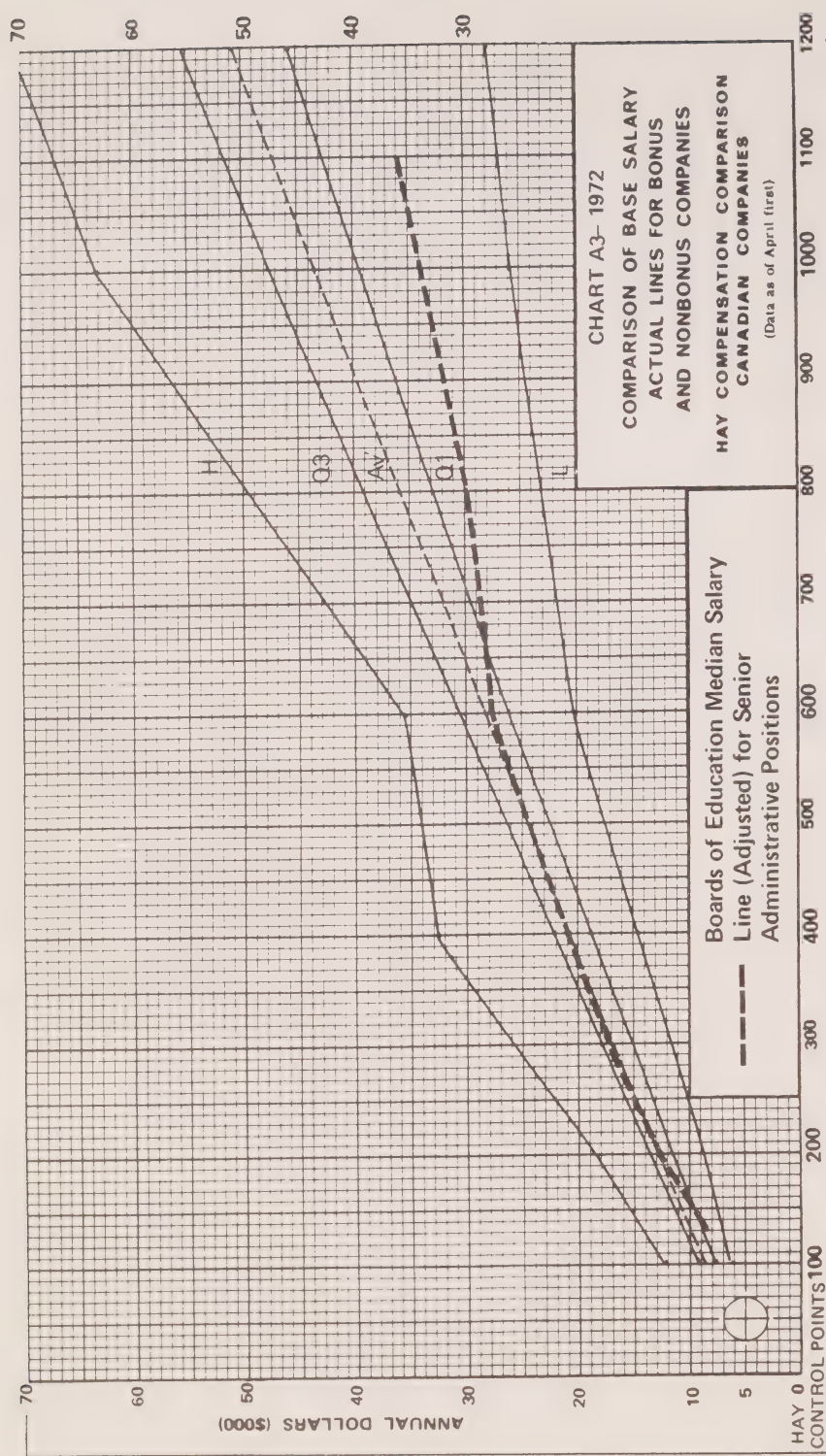
To assess the significance of the position of the line at the top end of the job content scale, it may be helpful to know that while the line extends up to 1100 Hay Control Points, there are but 43 individuals in the fifteen boards (out of the 30,300) who are in positions evaluated above 500 Hay Control Points.




B. *Teaching Positions*

Chart A-2, facing, compares the Boards of Education median line (broken line) for all teaching positions in the schools (from Chart 3) with the cross section of Canadian employers. For the reason mentioned earlier, the Boards' median line has been adjusted downwards by 3 percent.

The Boards' line begins below Q1 at 145 Hay Points and rises upward to just above the Q3 position at 300 and 400 Hay Points.



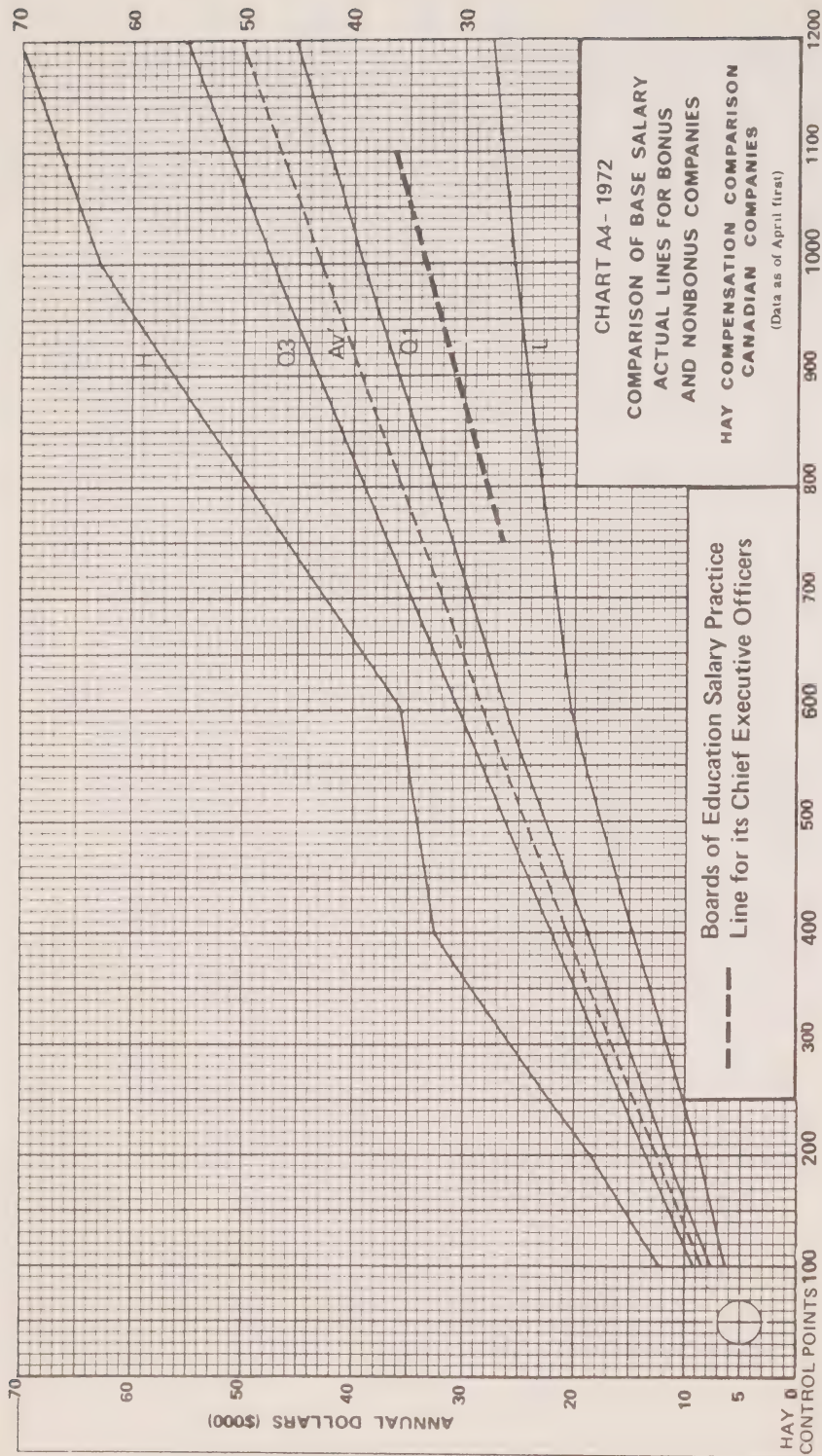
				HAY ASSOCIATES CANADA LIMITED	
High	12.3	18.3	32.6	35.7	63.2
Q3	9.1	13.4	22.0	30.4	47.6
Average	8.6	12.6	20.8	28.2	43.4
Median	8.4	12.5	21.0	28.6	42.5
Q1	7.8	11.5	18.9	26.1	39.3
Low	6.4	8.6	14.7	20.3	25.9

C. *Senior Administrative Positions*

Chart A-3, facing, compares the Boards' median line (broken line) for the senior administrative positions (from Chart 4) with the cross section of Canadian practice. As earlier, the Boards' median line has been adjusted downwards by 3 percent.

The Boards' line begins at approximately the Q1 position at 130 Hay Points and rises to about the average line at 200 Hay Points. It remains there until 400 Hay Points. Above 400, it falls below average and then below the Q1 position at 670 Hay Points.





High	12.3	18.3	32.6	35.7	63.2
Q3	9.1	13.4	22.0	30.4	47.6
Average	8.6	12.6	20.8	28.2	43.4
Median	8.4	12.5	21.0	28.6	42.5
Q1	7.8	11.5	18.9	26.1	39.3
Low	6.4	8.6	14.7	20.3	25.9



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D. *Chief Executive Officers of the Boards*

Chart A-4, facing, compares the line of central tendency (broken line) representing the salary practice for the Directors of Education and Superintendents of Separate Schools (from Chart 5) with the participating companies in the survey. As for the other lines of the Boards, this line has been adjusted downward by 3 percent.

The pay practice for the Chief Executive Officers, as represented by the fifteen Boards, is well within the bottom 25 percent of Canadian industrial and financial practice for positions of equivalent content. At 1000 Hay Points, the Boards' line is in the bottom 10 percent of practice.

Chart 7

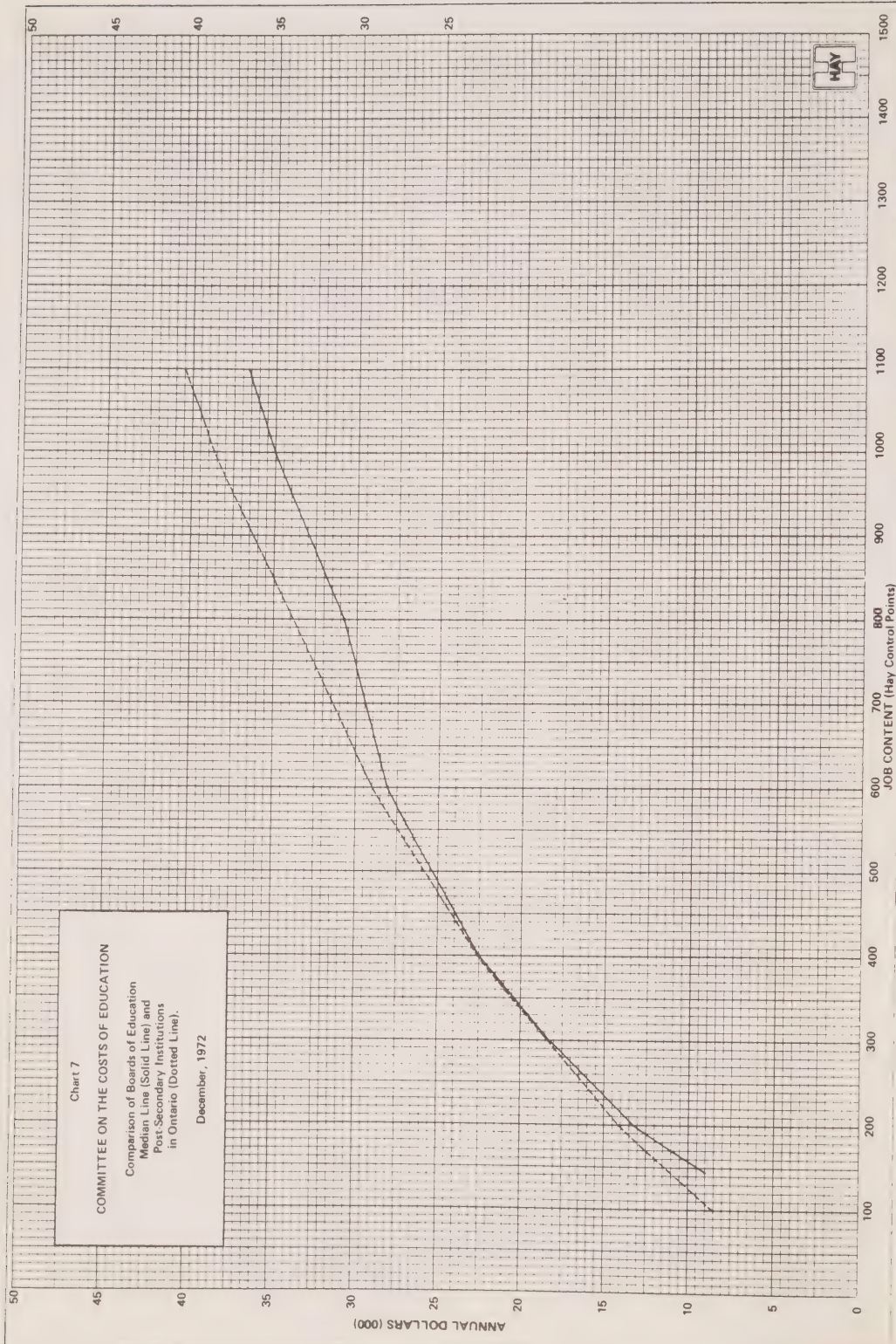
COMMITTEE ON THE COSTS OF EDUCATION

Comparison of Boards of Education  
Median Line (Solid Line) and  
Post-Secondary Institutions  
in Ontario (Dotted Line).

December, 1972

ANNUAL DOLLARS (000)

JOB CONTENT (Hay Control Points)



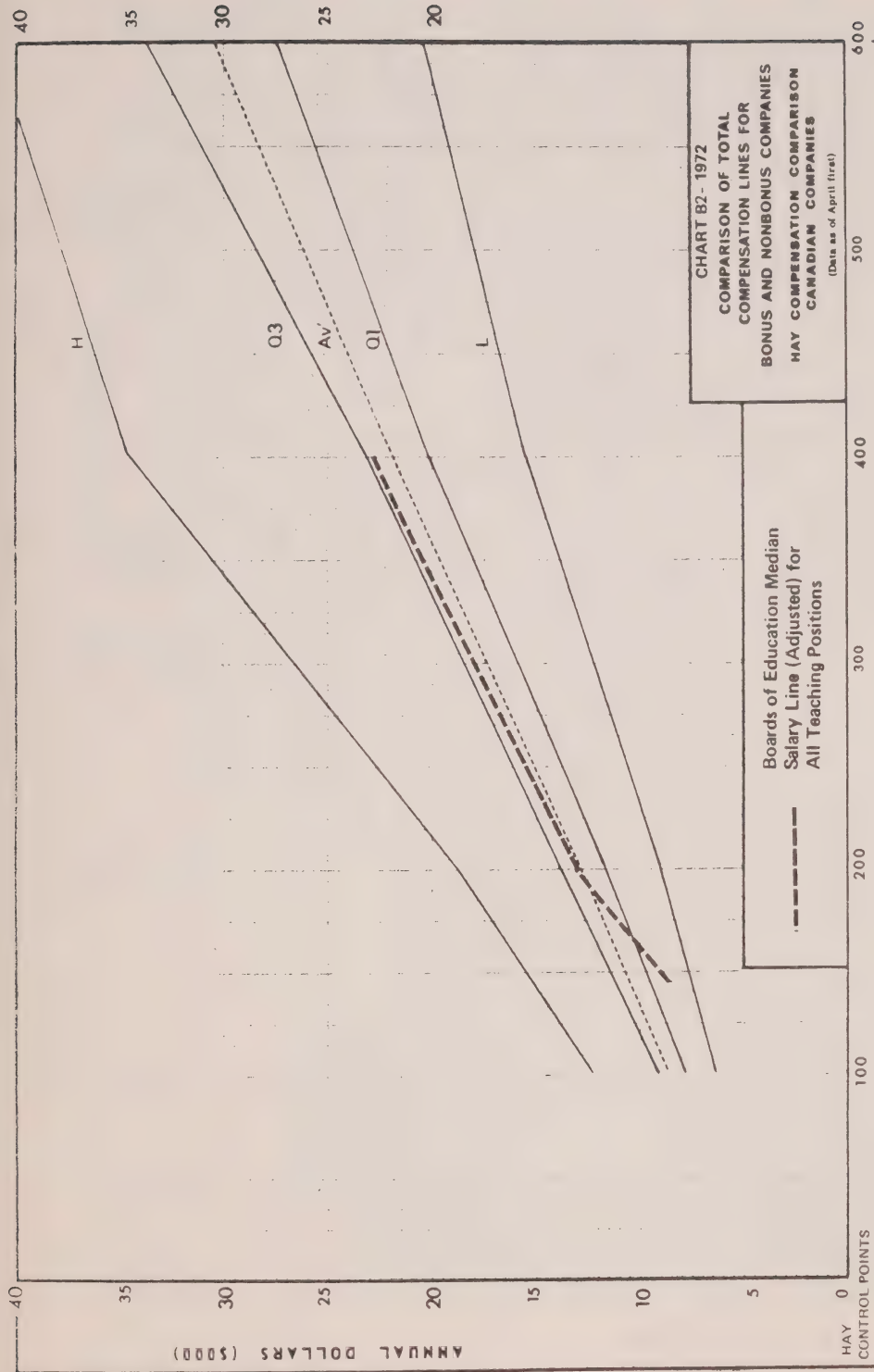
E. *Comparison of Boards of Education with Post-Secondary Educational Institutions in Ontario*

Chart 7, facing, compares the Boards of Education median line for all Administrative and Teaching Positions (solid line) with the average of post-secondary educational institutions in Ontario (dotted line) who are Hay clients and for whom we have current data. The post-secondary average includes five major Universities in Ontario and the 22 Colleges of Applied Arts and Technology of Ontario.





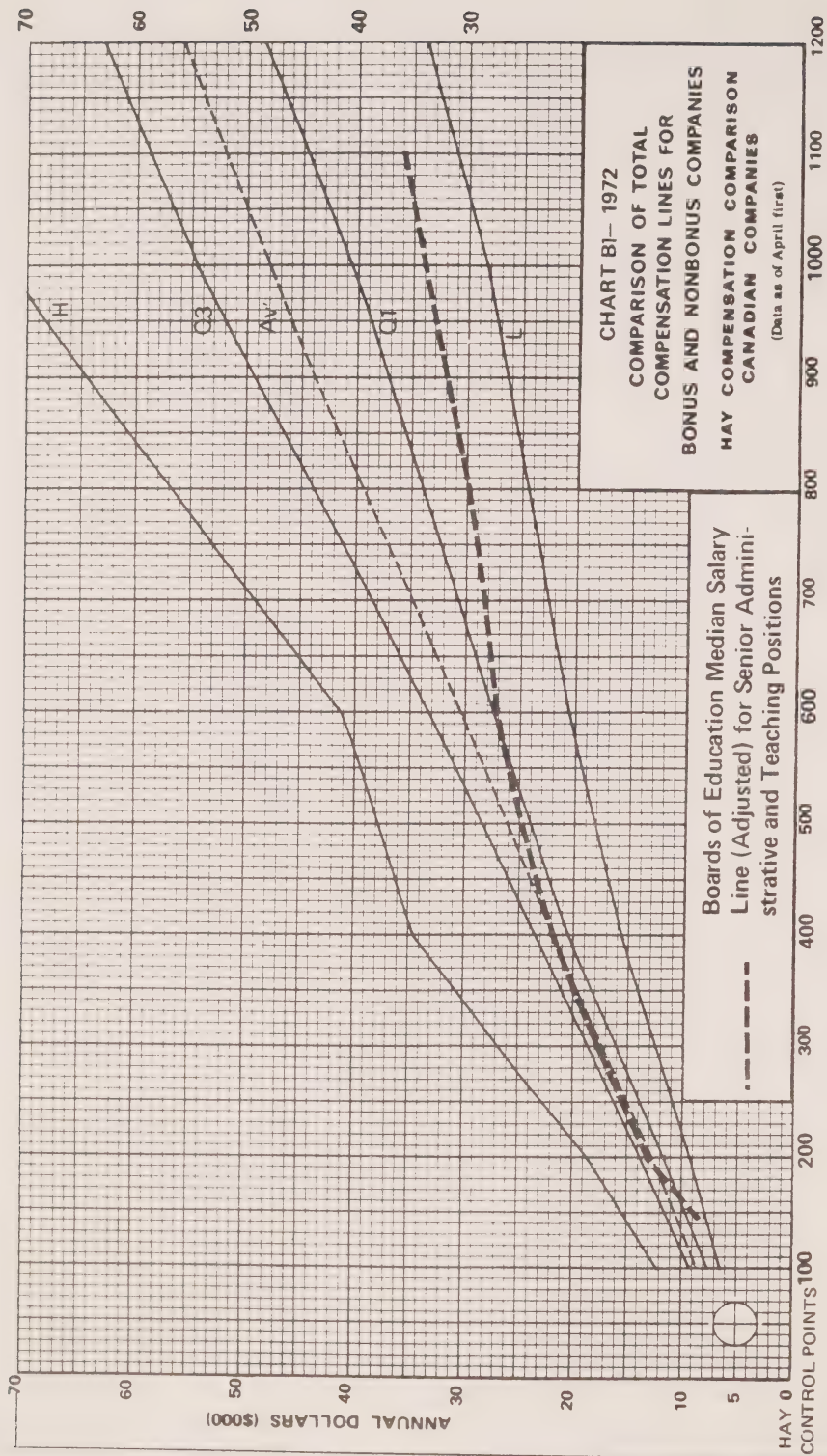




High	12.3	18.8	34.5	41.1
Q3	9.1	13.8	23.2	33.7
Average	8.6	12.8	21.9	30.4
Median	8.5	12.6	21.4	30.2
Q1	7.8	11.7	20.2	27.4
Low	6.4	9.0	15.5	20.3



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High	12.3	18.8	34.5	41.1	72.2
Q3	9.1	13.8	23.2	33.7	54.7
Average	8.6	12.8	21.9	30.4	48.0
Median	8.5	12.6	21.4	30.2	47.0
Q1	7.8	11.7	20.2	27.4	40.5
Low	6.4	9.0	15.5	20.3	28.1



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## Total Compensation Comparisons

The fact that just over half (60 of the 111) of the participants in the survey pay bonuses to managers is not relevant for educational institutions. However, it may be of interest to see the total compensation levels which might be reached, if some of the senior personnel in the boards were in positions of similar weight in industry.

The total compensation charts incorporate the total compensation data for both bonus and non-bonus companies. For the former companies, it is base salaries plus bonuses; for the latter companies, it is base salary alone.

### A. *Senior Administrative and Teaching Positions*

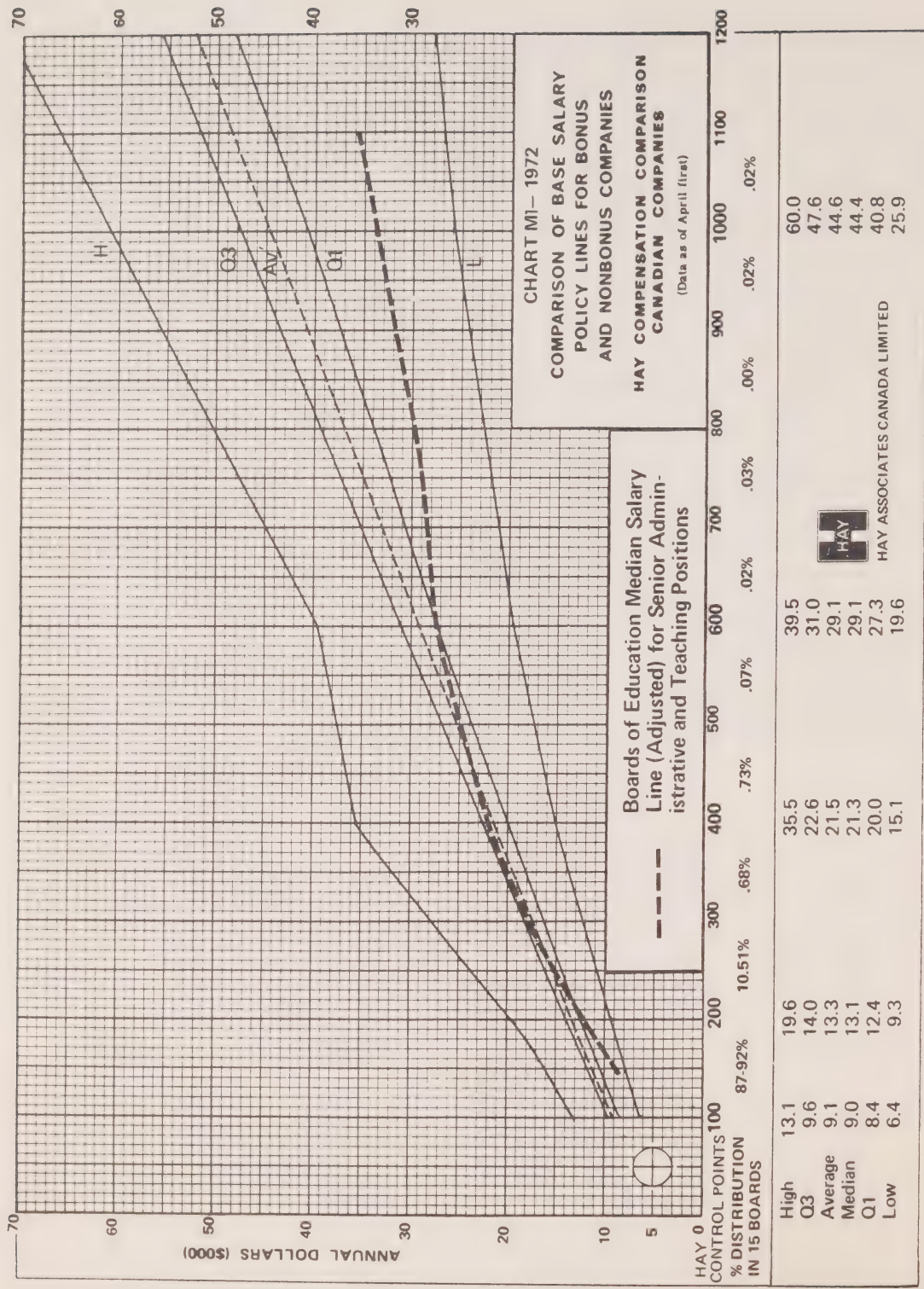
Chart B-1, facing, compares the Boards' median line, adjusted, for senior administrative and teaching positions (broken line) with the total compensation of all participants.

The Boards' line is in relatively the same position as seen in Chart A-1 up to about 300 to 400 Hay Points. Since bonuses usually are not paid below this level of job content, the total compensation lines are about the same as for base salary. Above 400 Hay Points, the Boards' median line falls below average; and at 600 Hay Points and above, it is within the bottom 25 percent.

### B. *Teaching Positions*

Chart B-2, behind B-1, compares the Boards' median line (broken line) for teaching positions with the total compensation practice of all participants.





High	13.1	19.6	35.5	39.5	60.0
Q3	9.6	14.0	22.6	31.0	47.6
Average	9.1	13.3	21.5	29.1	44.6
Median	9.0	13.1	21.3	29.1	44.4
Q1	8.4	12.4	20.0	27.3	40.8
Low	6.4	9.3	15.1	19.6	25.9

## Salary Policy

### A. *Senior Administrative and Teaching Positions*

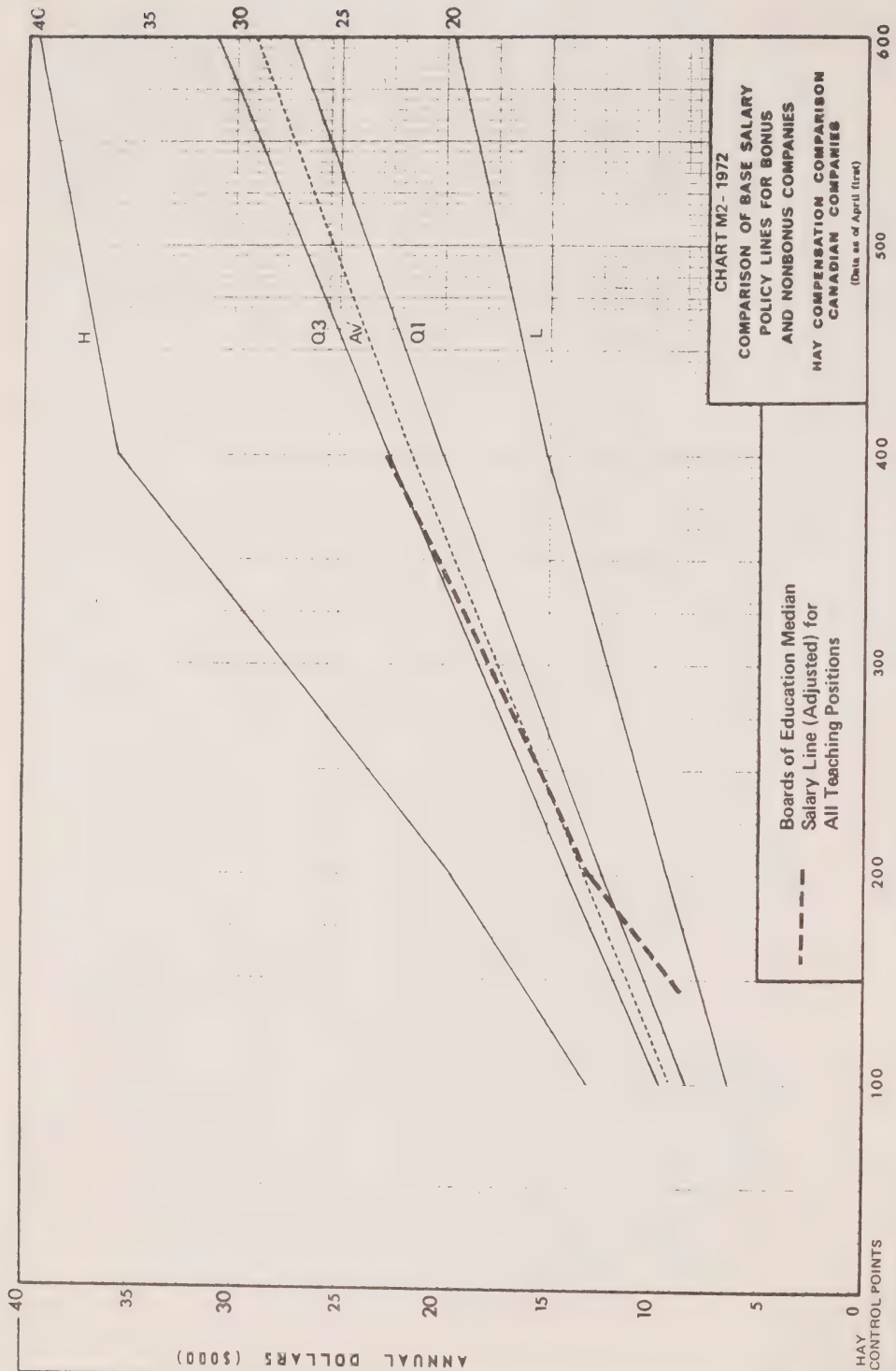
Chart M-1, facing, compares the Boards' median line, adjusted, for senior administrative and teaching positions (broken line) with the salary policy lines of other employers. The salary policy line for an organization usually represents the midpoints of its salary ranges, within which actual salaries are administered.

The policy lines of other employers are important. They represent the level of salaries they are prepared to pay to attract and retain management and specialist talent. Through Chart M, the participating companies were saying on April 1, 1972, "Here is where we plan to have our salaries in a year or so."

In the absence of a comparable policy for the Boards of Education, we have used the median salary line, adjusted, as the best available indication of their "policy" or intent.

As Chart M data are somewhat above the actual salary lines on Chart A, the relative position of the Boards' position is slightly lower.





High	13.1	19.6	35.5	38.5
Q3	9.6	14.0	22.6	31.0
Average	9.1	13.3	21.5	29.1
Median	9.0	13.1	21.3	29.1
Q1	8.4	12.4	20.0	27.3
Low	6.4	9.3	15.1	19.6



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B. *Teaching Positions*

Chart M-2, facing, compares the Boards' median line, adjusted, for teaching positions (broken line) with the salary policy lines of other employers.

The relative position of the median line is somewhat lower than that seen in Chart A-2.

Since the salary ranges for teaching positions in the fifteen Boards are quite similar, a more specific comparison can be made for the teaching positions in the schools.

TABLE I

Position	Hay Control Points	Weighted Average Salary	Average Salary Range Minimum	Average Salary Range Maximum	DEVELOPED RANGE		
					Minimum	Midpoint	Maximum
Secondary Schools							
Principal (900 to 1900 Students)	412	\$23,270		\$23,860	\$18,050	\$22,560	\$27,070
Principal (Under 900 Students)	344	22,950		23,120	15,820	19,780	23,740
Vice Principal II	271	19,710		20,240	13,350	16,690	20,030
Vice Principal I	236	15,730		18,030	12,110	15,140	18,170
Major Dept. Head	236	14,720		17,480	12,110	15,140	18,170
Minor Dept. Head	199	13,830		16,900	10,960	13,700	16,440
Assistant Dept. Head	193	11,850	8,540	16,080	10,630	13,290	15,950
Teacher	168				9,890	12,360	14,830
Elementary Schools							
Principal (Over 600 Students)	334	19,860		20,890	15,490	19,360	23,230
Principal (250 and 600 Students)	291	18,200		20,220	14,010	17,510	21,010
Principal (Under 250 Students)	254	16,040		19,230	12,780	15,970	19,160
Vice Principal II	222	14,120		17,900	11,620	14,520	17,420
Vice Principal I	193	9,060	8,540 (6,470)	16,080	10,630	13,290	15,950
Teacher II	168				9,890	12,360	14,830
Teacher I	146				9,060	11,330	13,600

It is difficult to make valid comparisons between salary range maxima for the teaching positions in education with those in industry. For the teaching positions, the criteria for movement within the range are academic qualifications and length of service. In industry, the criteria are primarily individual performance and, to a lesser extent, length of service.

With these important differences in mind, we will construct salary ranges for comparison around a salary range midpoint equal to the average of our survey participants. There is no particular reason why the salary range midpoints ought to be average, but it is only a point of departure for comparison. The salary ranges discussed below have maxima which are 20 percent above the midpoint. This spread in salary range is the prevailing practice in Canada for management and professional jobs. The midpoint of this developed range has been adjusted upwards by 3 percent for proper time comparison with the present teaching data.

For each position, Table I, facing, contains the evaluated job content in Hay Control Points, weighted average salary in the fifteen boards, average salary range minimum and maximum, and the developed salary range, minimum, midpoint and maximum. Brief definitions of the teaching positions as used in this table are contained in the Appendix.

The average salary range minimum for teachers has been calculated from the salary paid in each board to the teacher being given a permanent contract, that is after two years of employment. This salary in each board is the same for both elementary and secondary teachers with the same academic qualifications. While after September, 1973, the provincial requirements will be comparable for these two positions, there will still exist many elementary teachers who do not meet this new required academic qualification and the minimum salary applicable to them is shown in brackets. On the following Chart 9, this lower range is shown by the dotted line. As several of the selected boards do not have recognized salary range minimums for department heads, vice-principals and principals, but provide for responsibility allowances in addition to the regular salary schedules for teachers, no such minimums have been calculated for these positions.





Chart 9

COMMITTEE ON THE COSTS OF EDUCATION

Comparison of Average Salary Ranges  
and Weighted Average Salaries for  
Teaching Positions in Elementary  
Schools with Developed Salary Ranges

December, 1972

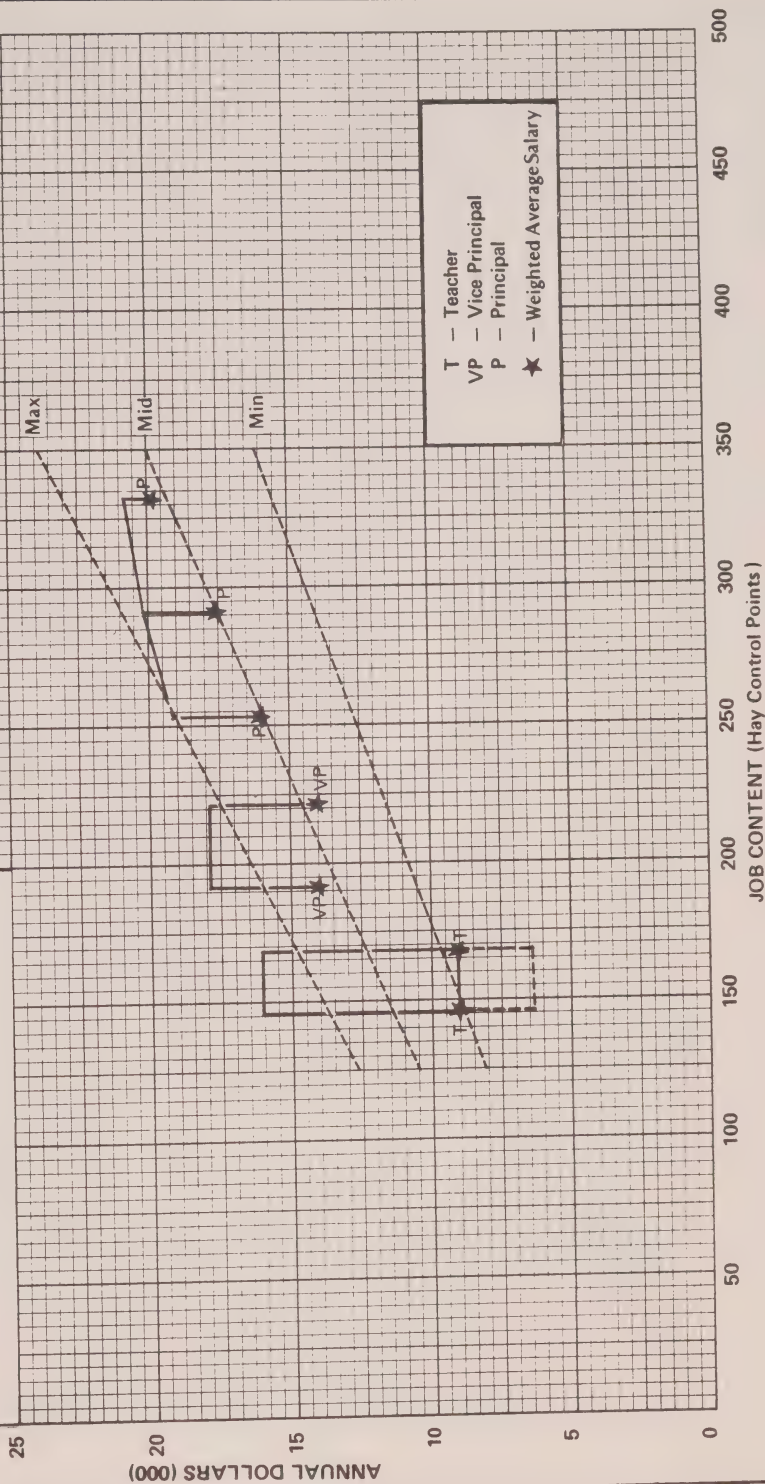


Chart 8

COMMITTEE ON THE COSTS OF EDUCATION

Comparison of Average Salary Ranges  
and Weighted Average Salaries for  
Teaching Positions in Secondary  
Schools with Developed Salary Ranges

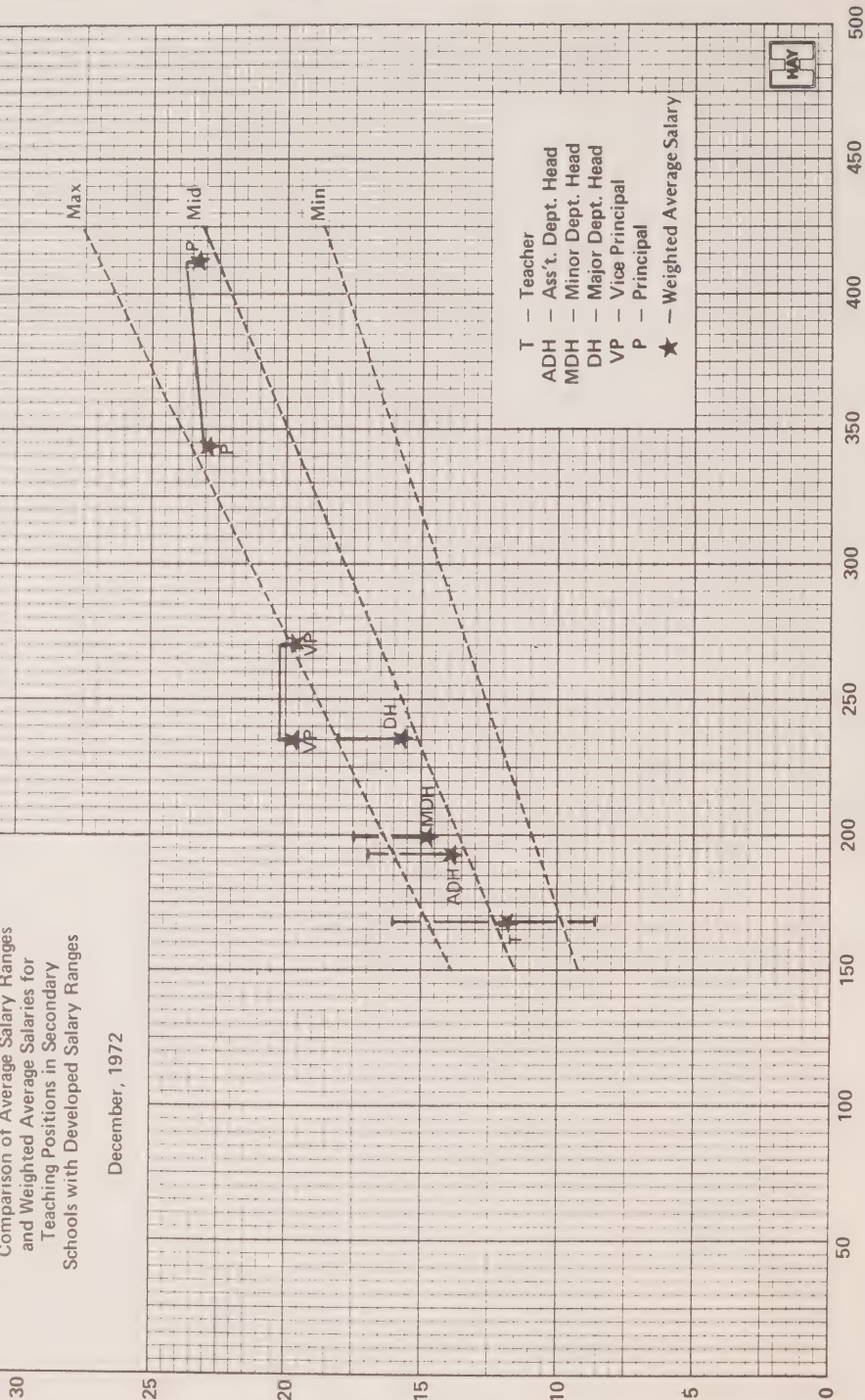
December, 1972

ANNUAL DOLLARS (000)

JOB CONTENT (Hay Control Points)

- T — Teacher
- ADH — Ass't. Dept. Head
- MDH — Minor Dept. Head
- DH — Major Dept. Head
- VP — Vice Principal
- P — Principal
- ★ — Weighted Average Salary

HAY



The data contained in Table I are illustrated on Chart 8, facing, for the teaching positions in the secondary schools, and on Chart 9, behind 8, for the teaching positions in the elementary schools.

#### **Commentary on External Salary Comparisons for Senior Administrative and Teaching Positions**

##### **A. *Senior Administrative Positions***

The median salary line for the senior administrative positions in the fifteen boards ranges within the middle 50 percent and very close to the average industrial practice, as represented by the companies participating in the Hay Compensation Comparison. The exception to this is the salary practice for the most senior positions in the boards, (above 670 Hay Points where just 20 positions in the fifteen boards were evaluated) which is within the bottom 25 percent. The fifteen Chief Executive Officers are themselves paid within the lowest 10 percent of our survey participants.

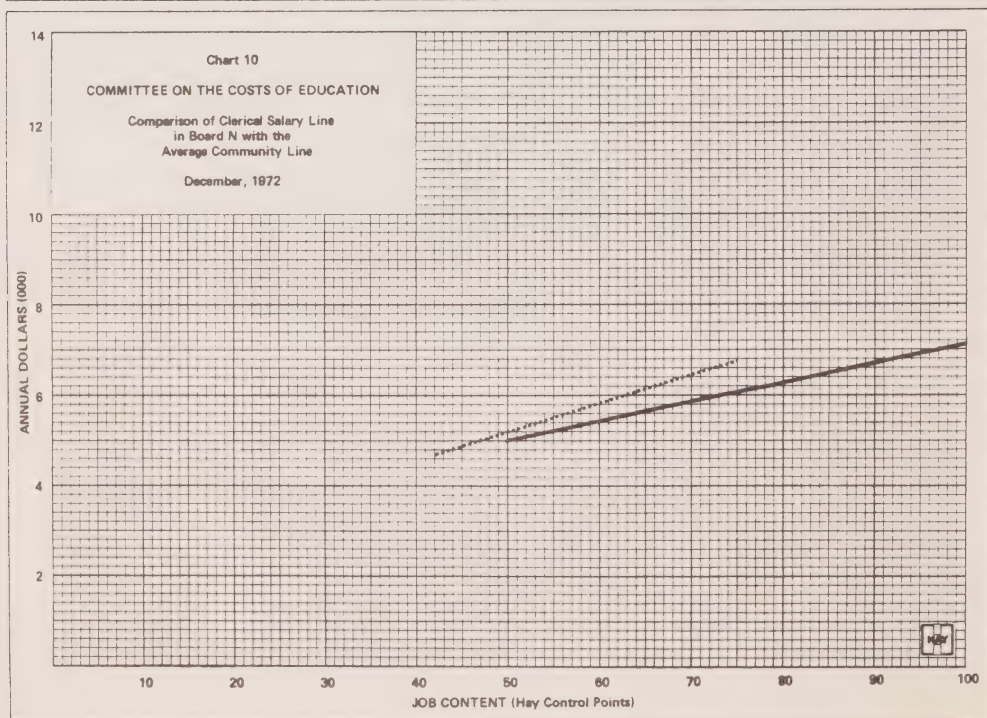
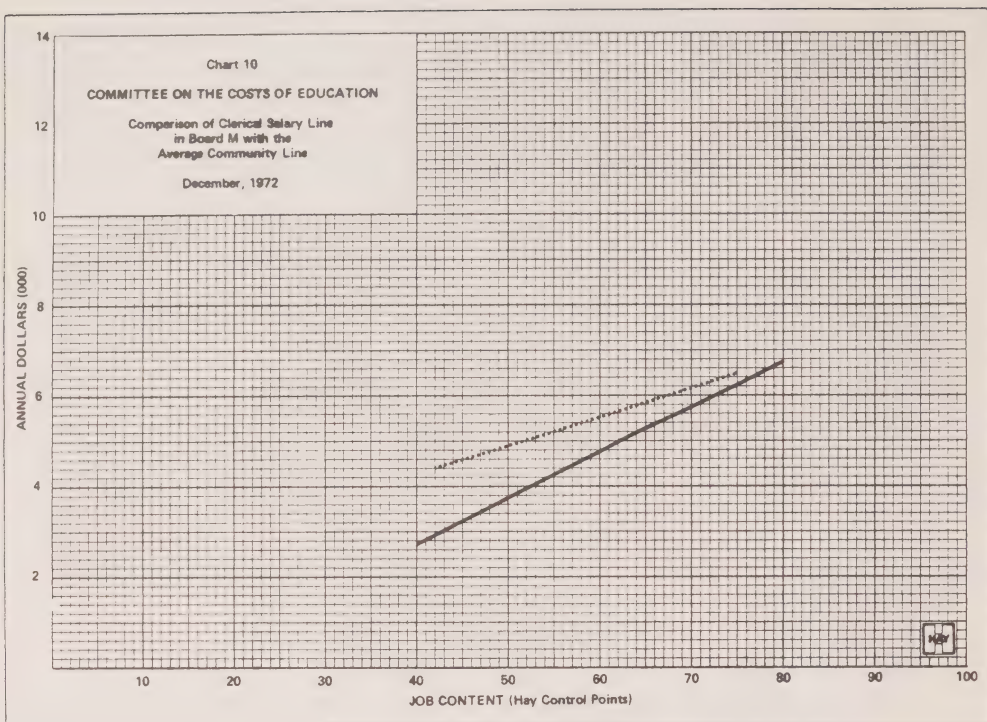
Overall, the median practice is very close to the average of the post-secondary educational institutions in Ontario as represented by the data available to us.

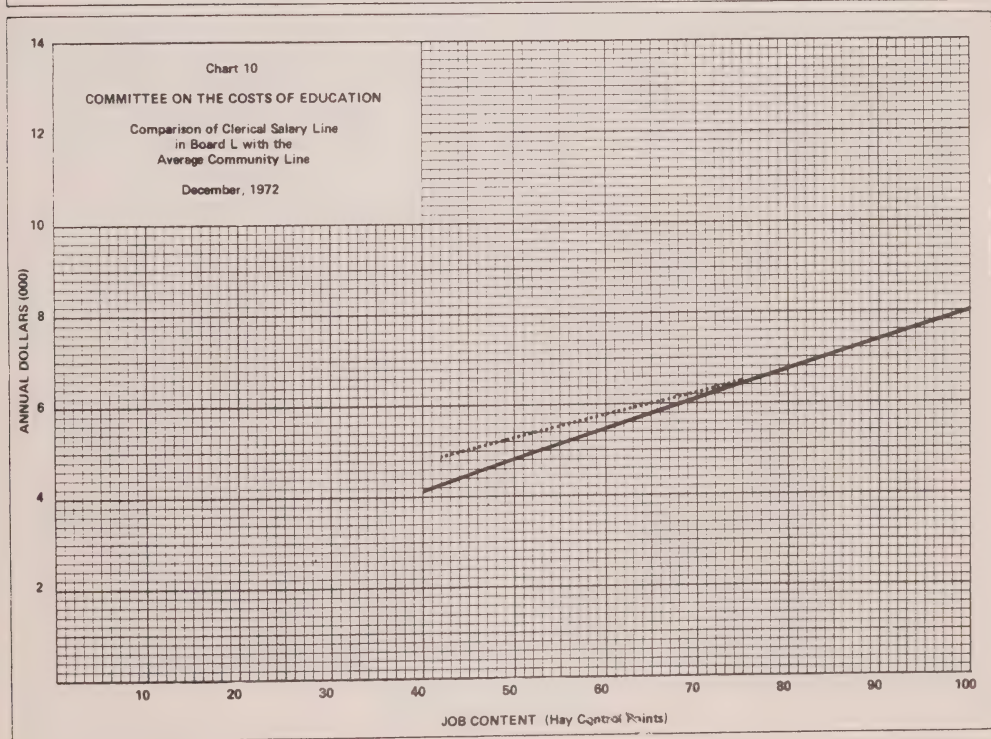
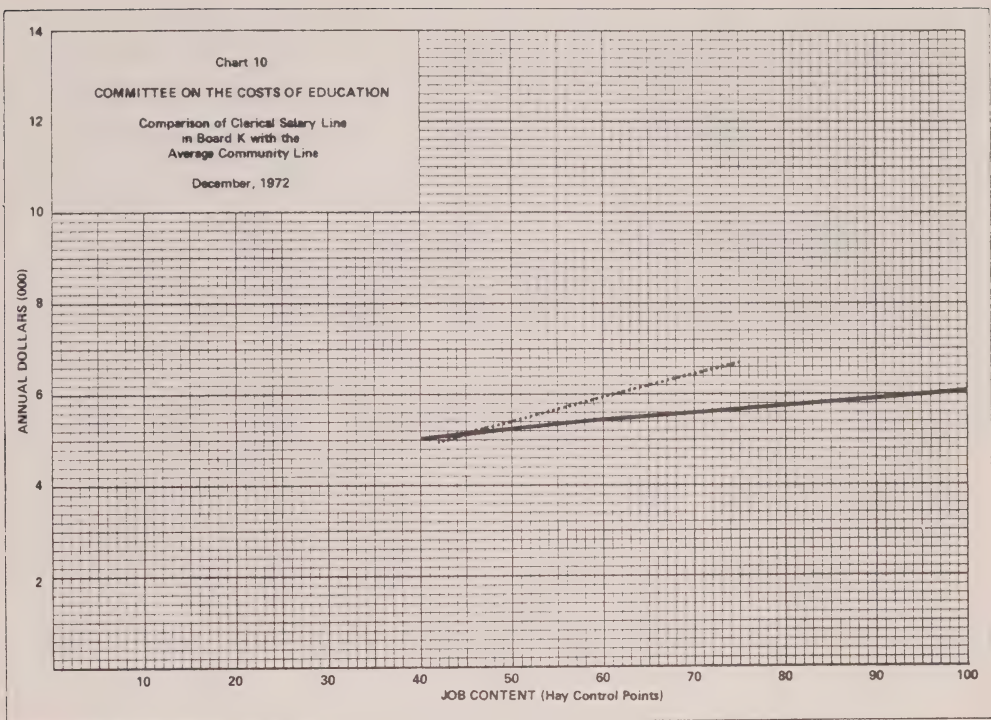
##### **B. *Teaching Positions***

The median salary practice line for the teaching positions in the fifteen boards is a reflection of the overall salary levels presently being paid and is generally within the middle 50 percent of industrial practice, as indicated by the Hay Compensation Comparison. The exception to this is at both ends of the job content scale. The present average salaries paid to elementary school teachers place this position within the bottom 25 percent of practice. At the top end, the median line for the range of job content from major department heads in the secondary schools to principals place this practice at the low end of the top 25 percent.

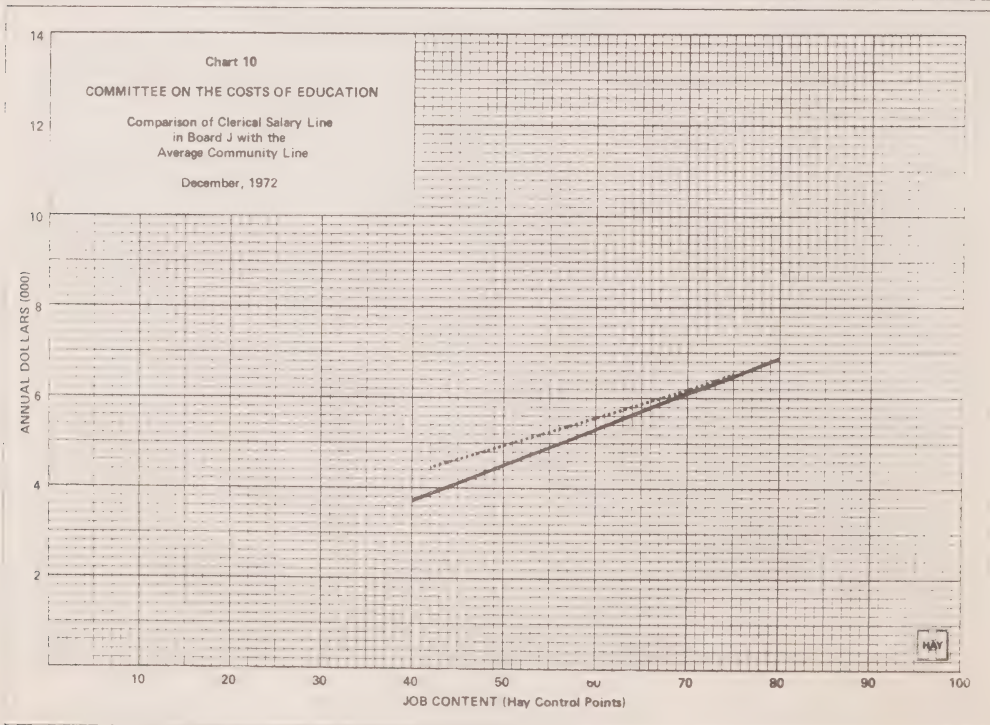
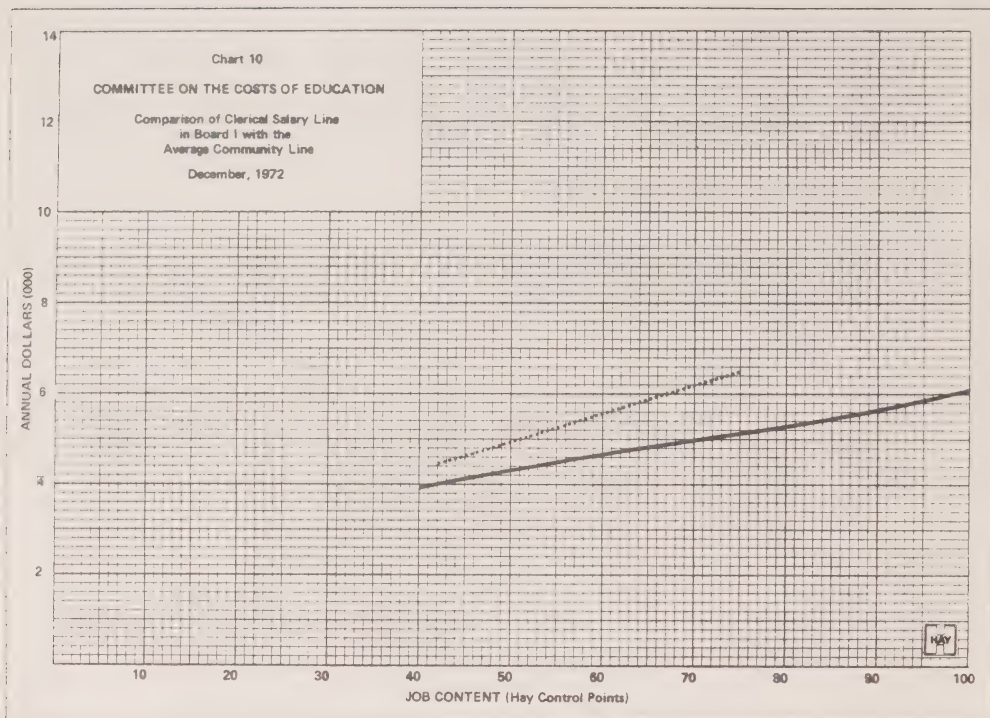
When bonuses are considered in the industrial practice, the position of the median line falls within the middle 50 percent, except for the elementary school teachers.

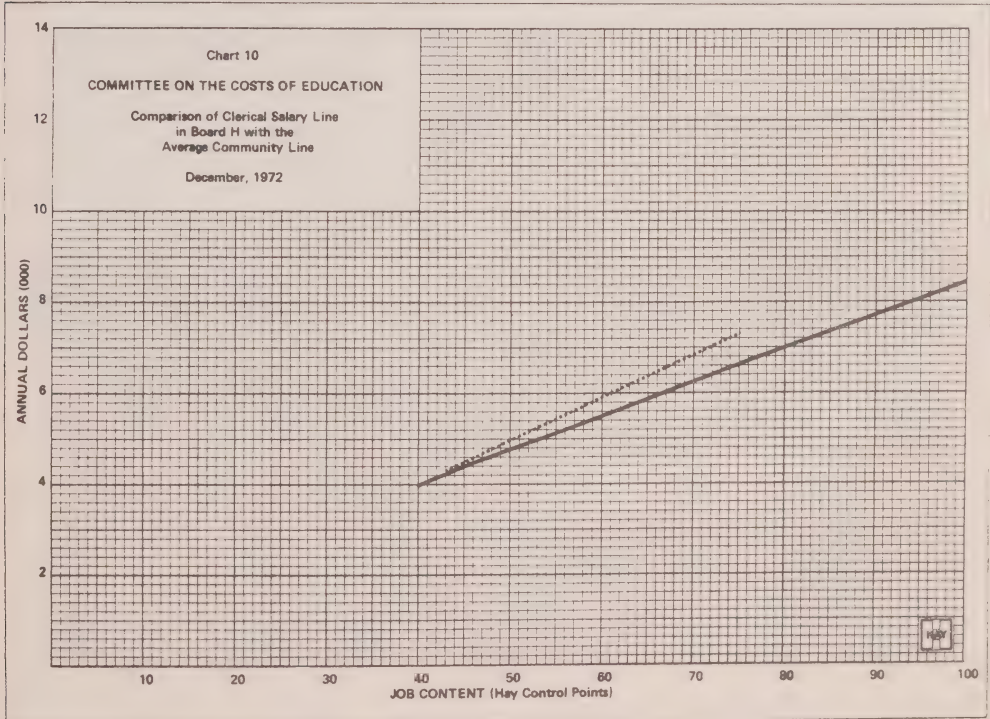
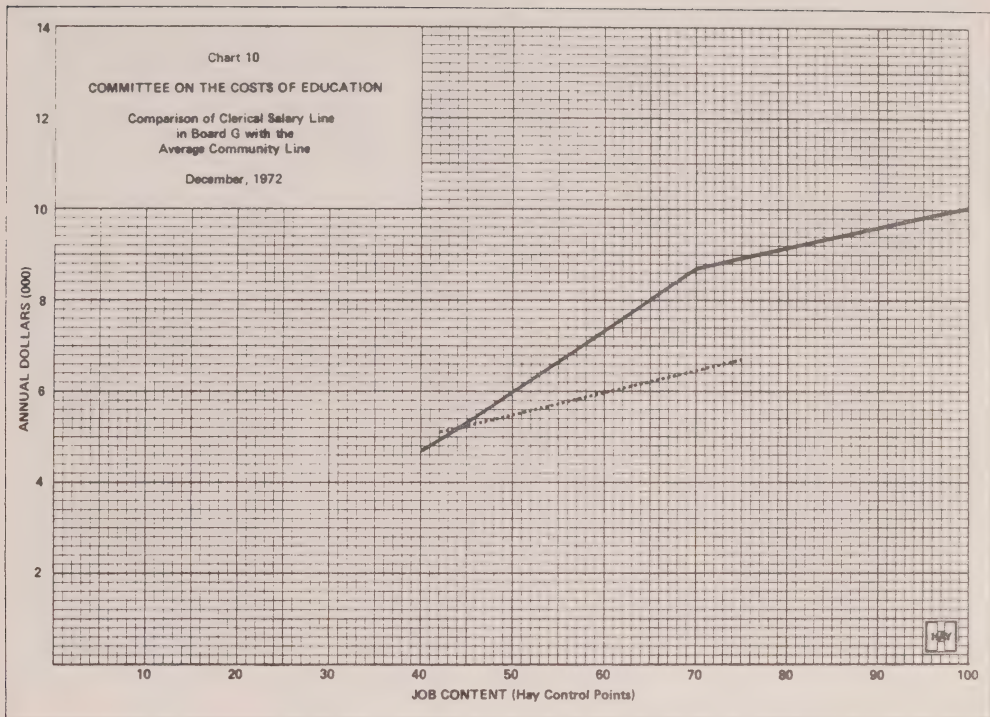




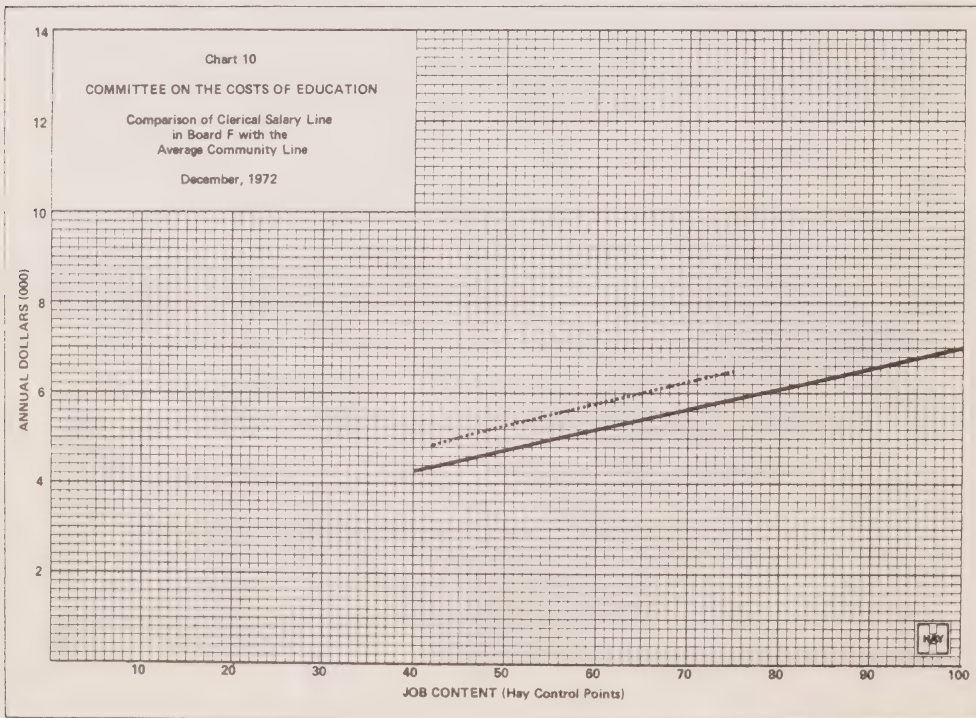
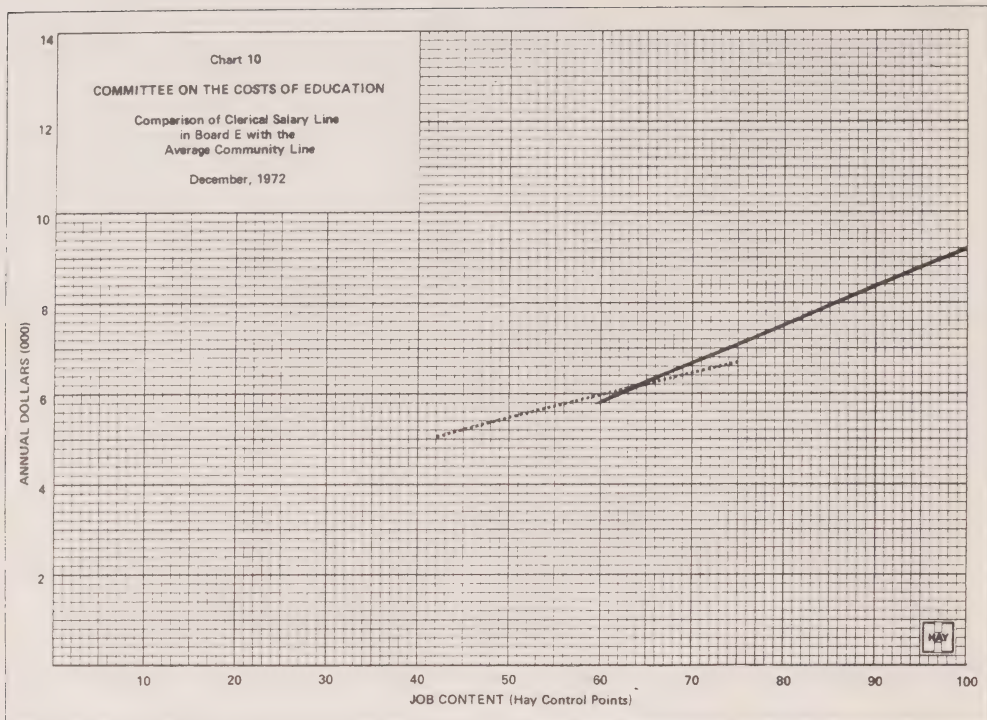


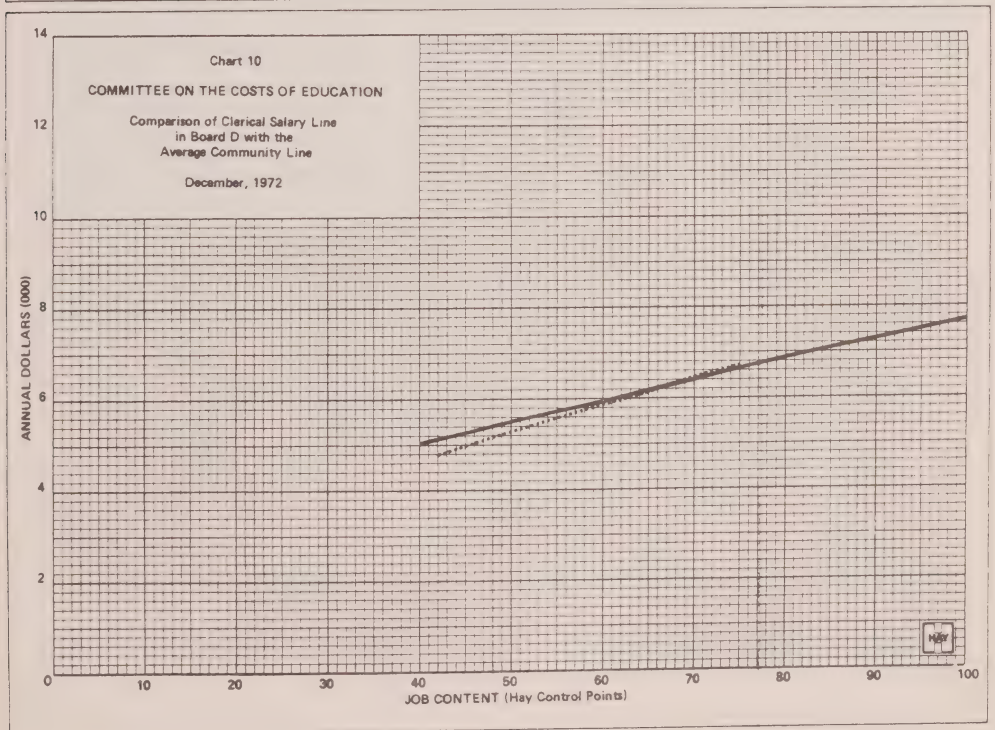
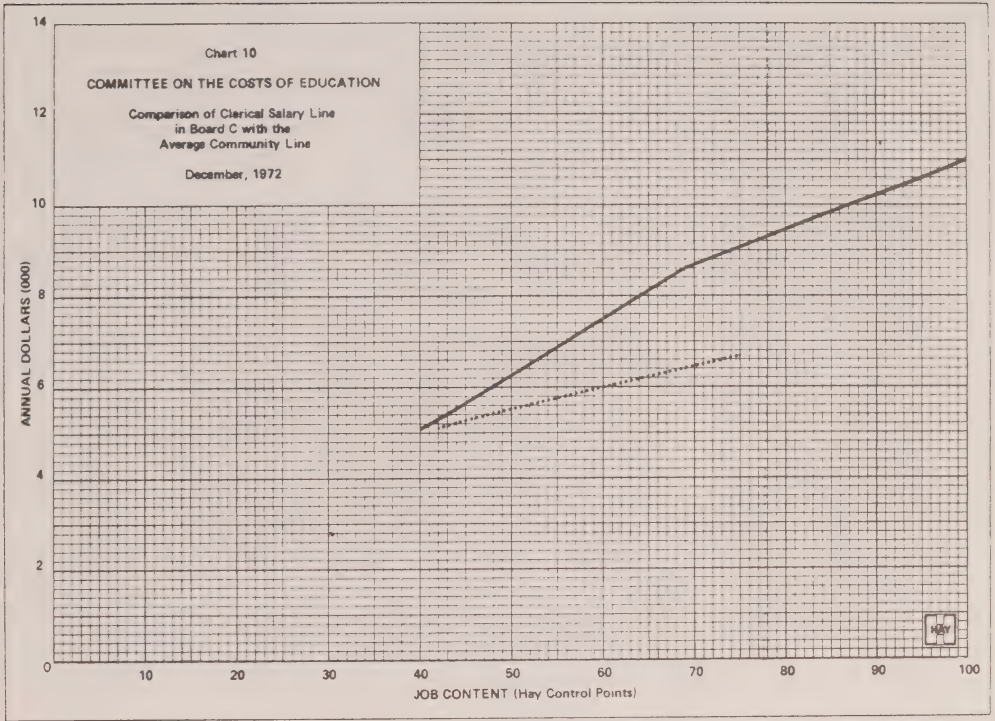




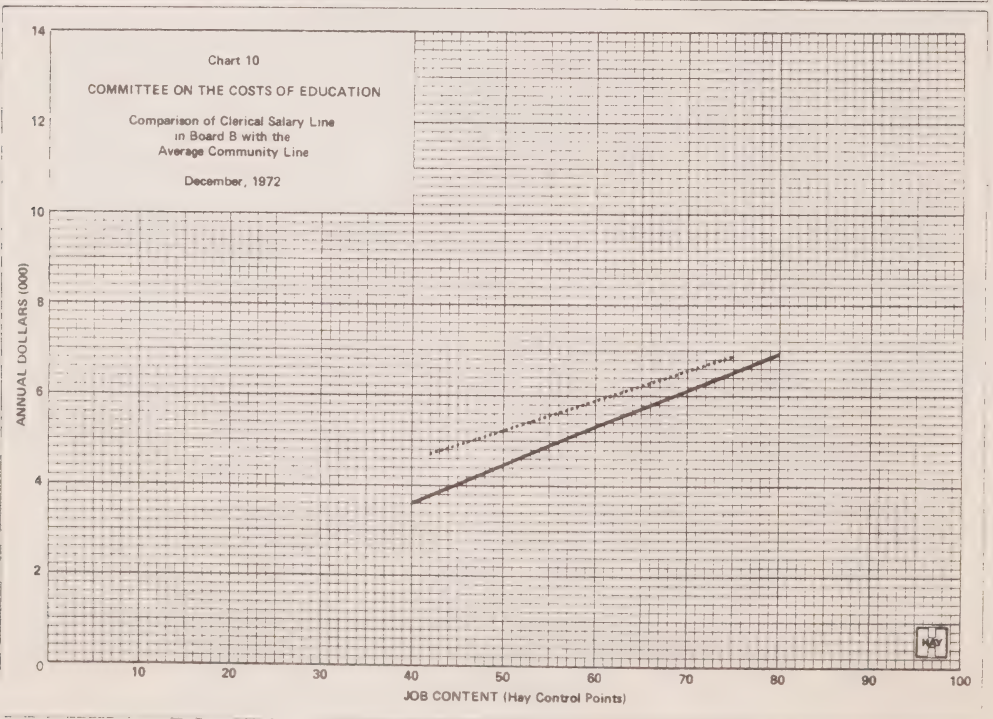
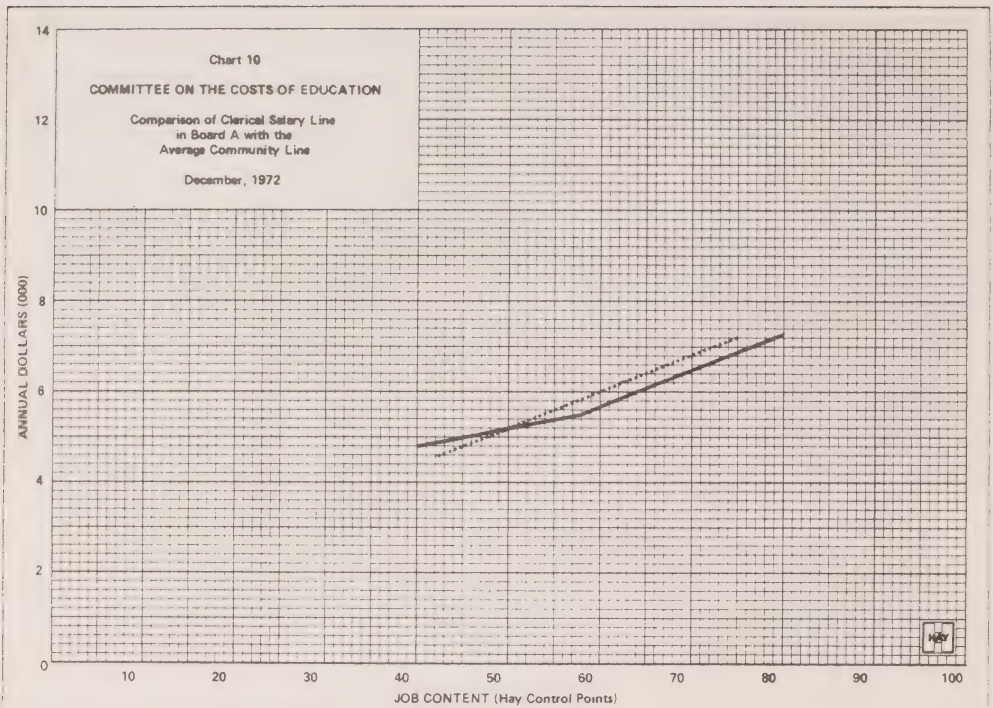














When the salary ranges are considered, instead of actual salaries being paid, a somewhat different picture emerges. The positions of elementary and secondary teachers have salary ranges considerably higher than the actual average salaries and can advance to the higher levels if and when they meet the requirements of academic qualifications *and* length of service. These maxima are significantly higher than the salary ranges produced from an average of industrial practice.

For the other teaching positions, the salary ranges are quite comparable to the industrial average, especially when consideration is given to the likelihood of the maxima being reached in the educational environment and in the industrial environment.

#### **External Salary Comparisons for Clerical Positions and Custodians**

The Hay Management Compensation Comparison does not provide comparisons for the range of job content covered by clerical positions and custodians.

##### **A. Clerical Positions**

For the clerical positions the consultants utilized existing salary survey data in which they have confidence. Utilizing similar analytical techniques as before, a line of central tendency was developed to represent the average practice for each community concerned. To protect the anonymity of the boards included in the study, they are identified only by code.

Charts 10-A and 10-B, facing, compare the clerical salary line of Boards A and B, solid line, with the average practice line, dotted line, developed from the salary survey data for the city or town within which the Board is located. Where a county board covered several major communities, the average practice line was developed by averaging the data from those communities.

Behind charts 10-A and 10-B are the other charts showing the same comparisons for the other boards.

**TABLE II**  
**CUSTODIANS**

COMPARISON BETWEEN CUSTODIANS AND 1) LOCAL CARETAKERS  
AND 2) LOCAL BASE RATE

BOARD	( 1 )	( 2 )
	CUSTODIAN WAGES AS % OF CARETAKERS	CUSTODIAN WAGES AS % OF BASE RATE
A	122.4	105.3
B	80.3	78.0
C	115.9	120.8
D	103.1	105.9
E	103.9	108.3
F	93.3	97.3
G	115.9	120.8
H	103.3	99.5
I	97.5	109.0
J	96.7	100.8

Hay Associates Canada Limited  
Toronto, Canada

**B. Custodians**

Table II on the facing page compares the present pay practice for custodians in the boards with two different sources of external comparisons. The comparisons show present practice as a percentage of community custodian rates and of community rates for unskilled labour.

**Commentary on Clerical and Custodian Pay Practices**

**A. Clerical Positions**

Of the fourteen boards for whom salary data were available, five were quite close to the average practice in their communities, two were significantly above and seven were below. Overall, we can conclude that the clerical practice tends to be below the averages of their communities.

**B. Custodians**

The first source of external data indicates that six of the ten boards are paying above the community averages (three of whom are significantly above) while four are below.

The second source of external data is the base rate for unskilled labour. It might be reasonable to assume that custodians in education might be above that of unskilled labour because of the personal characteristics required of their positions. With that consideration, there are two boards significantly above, and one board significantly below the community. Overall, the rates are very close to the community average.

## EXTERNAL COMPARISONS OF EMPLOYEE BENEFIT PLANS

Study of any comprehensive compensation program requires attention to both salary and benefits. In this section of the report we have endeavoured to compare the average benefits practices of the fifteen boards with the average benefits practices of a broad cross section of Canadian industry and finance. This has permitted us to judge the relative position of the boards as a whole in relation to corporate practice.

The data were collected by use of a questionnaire which was sent to each board for completion, and supported by their benefits booklets and printed material that were available for interpretation. After determining the average benefits practices of the boards, the data were then compared to the average benefits practices of a group of 47 major Canadian corporations who are participants in our benefits survey.

In our comparisons, we have dealt with and commented on the major parameters of each benefit to provide a broad view of the extent to which each benefit is practiced in both groups.

While we have compared the average practice in education with that of industry, it must be pointed out that the average practice is not necessarily the desirable practice for any organization. Depending on an organization's philosophy and employees' needs, certain benefits may be emphasized so that they are better than average while others may be deliberately absent or deemphasized. In reviewing a benefits program for any group of employees, it is essential to consider current salary practice, organization philosophy and aims, employee needs and the external competitiveness of the benefits program. In this study, we are developing only the external comparisons with a cross section of Canadian industry.



## Comparison of Current Benefits Practices

### A. Death Compensation

#### 1. Group Life

Parameter	Average of Industry Practice	Average of Board of Education Practice
Amount	3 Times Salary	2 Times Salary
Ceiling	\$150,000	\$50,000
Employee Cost	35¢/\$1000/Month	15¢/\$1000/Month
Retirement	1 Times Salary	Nil

Group Life coverage is provided by all boards for all employees. The board average of twice salary with a ceiling of \$50,000 and ceasing at retirement is comparable to the lower third of the average industry practice, while the employee cost of 15¢ per \$1000 of coverage per month is comparable to the top 10% of industry practice.

#### 2. Accidental Death and Dismemberment

Parameter	Average of Industry Practice	Average of Board of Education Practice
Amount	2 Times Salary	2 Times Salary
Employee Cost	Nil	Nil
Coverage	24 Hour	24 Hour
Companies Providing	66%	33%

Accidental Death and Dismemberment coverage is provided by one-third of the boards which is a significantly smaller proportion than the industry average. The average board practice in these cases in the amount of coverage is comparable to the average industry practice.

#### 3. Travel Insurance Company Paid

Parameter	Average of Industry Practice	Average of Board of Education Practice
Type	Business Travel	Business Travel
Amount	4 Times Salary	2 Times Salary
Companies Providing	50%	20%

Air travel insurance is provided by a quarter of the boards and is significantly lower than the industry average of 50% of companies providing this coverage. The amount of twice salary

places the average practice of boards providing this coverage in the lower third of industry practice.

4. Salary Continuance, Death in Service

Parameter	Average of Industry Practice	Average of Board of Education Practice
Amount	1 Month or More of Extra Salary	Sick Leave Gratuity Equalling Up to 50% of Annual Salary
Companies Providing	50%	100%

A sick leave gratuity plan, available in all boards, providing a maximum of 50% of salary if death occurs prior to retirement, is based on the accumulation of sick leave credits not used during employment to a maximum of 200-240 days. This benefit places the average board practice within the top 10% of industry practice. (Two boards provide an extra month's salary in addition to the sick leave gratuity.)

B. Illness Compensation

1. Salary Continuance, Short Term

Parameter	Average of Industry Practice	Average of Board of Education Practice
Amount	Full Salary	Full Salary
Duration	6 Months or Until Long Term Disability Insurance Begins	Maximum of 200-240 Days Sick Leave Credits Accumulating at a Rate of 20-24 Days Per Year
Additional	Circumstances	Nil

The use of sick leave credits does not compare favourably with the average industry practice since short service employees in the boards may have a minimum number of credits available. Short term salary continuance in industry practice is followed by a long term disability program. This benefit places the average board practice within the lower 25% of industry practice.

## 2. Long Term Disability Insurance

Parameter	Average of Industry Practice	Average of Board of Education Practice
Amount	60% of Salary	60% of Salary
Annual Maximum	\$20,000	\$6,500
Employee Cost	0.2% of Salary	Nil
Companies Providing	80%	15%

Only 15% of the boards surveyed provide long term disability income to age 65. The benefits from this coverage are substantially lower than the average industry practice of maximum income available. This benefit is available in industry to age 65, while in the boards the maximum benefit is available for 10 to 12 months.

## 3. Medical Care

The subsidization of 2/3 of OHIP premiums by all boards is a benefit that places this practice among the top 40% of industry practice.

Industry, in general, provides a comprehensive major medical benefit at a modest cost to the employee which is comparable to board practice of providing this benefit at a cost to the employee of 1/3 of the premium.

## C. Retirement Compensation

Both the Ontario Teachers Superannuation Plan and the Ontario Municipal Employees Retirement System provide pension benefits that are superior to the average practice in industry in the areas of retirement income, widow's benefit, and disability benefit, placing the boards among the top 5% of employers. The average employee contribution in industry is about 4%, but the 6% contribution required for the OTSP is offset by the superior retirement benefit. The 5% per year reduction of the early retirement benefit from age 65 to age 55 is better than the average industry practice.

As all boards in the province participate in both retirement plans, each employee's pension plan is portable upon their changing employment with another board. In industry, however, employees leaving a company enter their new employer's pension plan without the benefit of their participation in the previous pension plan.

A teacher may retire on full pension when the sum of his years of service and age total 90 while our industrial comparison indicates that a full pension is seldom provided before age 65.

#### **D. Vacations and Working Year for Teaching Positions**

As those in teaching positions enjoy a shorter work year of ten months, the question is raised as to how this can be accounted for in making comparisons of salaries and benefits.

During the course of this study, the consultants visited some 45 schools and interviewed over 200 teachers, department heads, vice-principals and principals. While we did not attempt to collect any hard data on the subject, we felt that, for the purpose of this study, the length of the work year should not be given any consideration in developing proper *salary* comparisons. While perhaps not all, but nevertheless a majority of teachers, appear to devote significant additional time in course preparations and curriculum development beyond the normal working hours during the school term. Whether this is sufficient to account for the additional five to six weeks of vacation enjoyed by the teachers over their colleagues in industry could only be determined by a definitive study.

It is, however, an attractive employee benefit, the extra hours during the school term notwithstanding.

The vacation allowances for non-academic employees compares favourably with the practice of the upper 50% of company practice. The academic vacation allowances as mentioned above cannot be matched in industry, nor can the provision of sabbatical leaves every seven years at approximately 70% of salary. However, the granting of sabbatical leaves has been severely curtailed in recent years due to financial restrictions and so this benefit cannot be given too much consideration in overall assessment.

#### **E. Expenses and Relocation**

The mileage allowances compare favourably with the majority of corporations surveyed, and the requirement for economy air travel places the boards among the 50% of corporations placing this restriction on air travel.

Relocation allowances are not provided for the changing of location within a board's jurisdiction, while all companies provide comprehensive relocation allowances for movement to other company locations.

## **F. Perquisites**

Additional non-cash compensation, or perquisites, for the senior executives of the companies surveyed is provided in varying degrees. These may be executive dining rooms, club memberships, personal company automobiles, discount on company products, executive financial counselling, and employee loans. These arrangements are not provided by the boards.

## **G. Tenure**

Employment contracts are generally not used in industry, while in all boards, teachers' contracts provide tenure for all teaching staff after their first two years of employment. Excluded from tenure considerations are dismissals for cause.

## **Summary and Commentary**

The present level of the average of non-salary compensation for employees of the fifteen boards places this group in a generally conservative position in comparison to the average practice of a broad cross section of Canadian industry and finance.

### **A. The practice in education appears to lead industrial practice in the following areas:**

1. The employee cost of the group life coverage.
2. The sick leave gratuity plan for long service employees who die in service.
3. The subsidization of OHIP and major medical benefits.
4. The benefits in all areas of both OTSP and OMERS programs.
5. The vacation period for teachers.

### **B. The practice in industry appears to lead that in education in the following areas:**

1. The amount of group life coverage, the maximum amount available, and the retirement coverage.
2. The accidental death and dismemberment coverage.
3. The company-paid travel insurance coverage and the level of coverage available.
4. The short term salary continuance program.
5. The long term disability benefit and the annual maximum income available.
6. Relocation allowances.
7. Perquisites for senior executives.

In assessing the overall position of the employee benefits for those in education it should be added that these benefits mentioned that lead industrial practice tend to be the more costly ones, such as pensions, sick leave credits and vacations. Those benefits where industrial practice leads tend to be among the less costly ones, such as accidental death and dismemberment, travel insurance, long term disability and relocation allowances.



## VI

### ADDITIONAL COMMENTS

During the course of this project, the consultants have had the opportunity to meet many of the people occupying the positions studied. The exposure we had to them varied considerably as a result of our interviews with them. Our impressions are certainly subjective, they are based solely on our interviews. The readers of this report, however, may be interested in knowing that our impressions are very favourable. If the people we met are representative of all the people in elementary and secondary education in Ontario, the education of our children is indeed in competent hands.

While not within the terms of reference of this study, there are two important areas we feel we should draw to the attention of the Chief Executive Officers of Boards in Ontario — organization structure and internal salary relationships.

The study of positions with significant management content is in fact an examination of the management process in action. By management we mean the utilization of the board's or school's resources, human, material and financial, to achieve the desired objectives of the board. We would suggest that the Chief Executive Officers of the boards could find the study of their organization structure of value.

Within several boards, there are suggestions of internal inconsistencies in the relationship of pay and job content. These inconsistencies exist between functions and groups of employees such as administrative, teaching, and clerical, as well as within a function or an employee group.

## APPENDIX

### BRIEF DEFINITION OF TEACHING POSITIONS IN STUDY

To assist the proper interpretation of some of the data presented in the report, brief definitions of the teaching positions referred to in Table 1 follow.

#### **Principals — Elementary and Secondary**

The Principal sets the tone of the school and determines to a large degree the role of the school in the life of the community. The weight of the position in terms of job content depends upon size, diversity of programs, the current stage of curriculum development and the type of community.

While secondary school principals' positions, for example, will vary according to the above criteria with different demands, different environments and differences in emphasis, it was felt that the total content of the positions were in fact quite similar in weight, with the major difference being in the size of the school. The consultants excluded from this consideration the principals' positions with unusual challenges, such as special education schools, experimental schools, etc.

#### **Vice-Principals**

The position of Vice-Principal within the school is usually considered a developmental one and is largely determined by the Principal. The Vice-Principal may assist the Principal in all areas of school activity with an academic role (in curriculum development and professional development of teachers) and an administrative role. The higher of the two Vice-Principals' positions, Vice-Principal II, reflects this content. On the other hand, we saw evidence that several Vice-Principals' positions were almost exclusively administrative in nature with no significant academic function in the school. The Vice-Principal I position reflects this content.

#### **Teaching Positions — Elementary Schools**

##### **1. Training Positions**

The training positions are for those newly qualified, and the incumbents are still in the learning stages. This training position was not included in this study.

##### **2. Elementary Teacher I**

The Elementary Teacher I position, as the consultants identified it, is the present basic teaching position. The child development objectives for this position are defined in programs developed in and for the particular school. The Elementary Teacher I may contribute to the development of school programs but the main reason for such participation is to help the teacher understand his or her personal objectives.

From the program outlines and using materials available, the Elementary Teacher I prepares lesson plans for the class, for groups, or for individual children. The lesson plans are designed to help each child reach his potential.

As in all teaching positions, satisfactory performance for this position requires participation in extra-curricular activities.

### **3. Elementary Teacher II**

The Elementary Teacher II position will be the basic teaching position of the future if present trends continue. The objectives for this position are in the general area of overall development of each individual child. The incumbent, usually working as a member of a group, helps to develop programs for the school. This teacher works closely with others to achieve the program objectives often in open plan or team teaching situations. In some areas of program development or teaching technique, the Elementary Teacher II may provide leadership to other teachers.

Extra-curricular activities are used by this level of teacher to further his or her understanding of individual children and to build closer personal relations with the children and fellow teachers.

## **Teaching Positions — Secondary Schools**

### **1. Training Positions**

The incumbents of Training Positions are newly graduated and are still in the learning stages.

### **2. Teacher (Secondary)**

This is the present basic teaching position in the secondary schools. The incumbent helps to develop Department programs and works with other teachers to achieve the program objectives. Working within the agreed objectives he develops his lesson plans for classes, groups and individual children. The lesson plans are designed to help each child to reach his potential.

The Teacher helps to determine the tone of the school through participation in extra-curricular activities.

### **3. Department Heads, Major, Minor and Assistant**

The content of these positions as academic leaders in the secondary schools was found to have a relatively high degree of similarity amongst the fifteen boards. The titles used are those as known in most, if not all, boards.

COMMITTEE ON THE COSTS OF EDUCATION

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